THE SURVEY

Vol. LXX. No. 10 MONTHLY October 1934

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SO THEY SAY

No tax can possibly be popular.—*Mayor LaGuardia, New York.*

Who's being deprived of his liberty?—*Secretary Ickes, Washington.*

It is easier to revolt than it is to learn to cooperate.—*Stewart Paton in The Forum.*

This is a world where everyone is wanted but no one is wanted very much.—*Dean Inge, England.*

What is needed is a moral equivalent for bombs.—*Prof. Frank D. Graham, Princeton University.*

Any peasant can understand the theory of nationalism; that is why it is so popular.—*William Butler Yeats.*

There is enough work available to keep every American busy for twenty-five years.—*Harry L. Hopkins, FERA.*

America cannot be built by relief measures alone.—*Newton D. Baker, chairman, 1934 Mobilization for Human Needs.*

You don't have to sin to go to hell; you just have to go to one of these damned shelters.—*Unemployed Union Square speaker.*

I know what becomes of every penny of my money except what I give to the income-tax people.—*Dolores Del Rio, Hollywood.*

There surely must be some very good reason for the great numbers on the relief rolls.—*Grover Whalen to N. Y. Advertising Club.*

There are no faultless forms of government because there are no faultless men.—*Gaetano Salvemini in Harvard Graduates' Magazine.*

Agitators don't have much luck unless the men they are working on have something to complain about.—*Chauncey Parsons in Factory.*

It is the special handicap of the liberal attitude that it must be intelligent or it is helpless.—*Lyman Bryson, Teachers College, New York.*

Shirts in the news: brown, black, silver, gray, blue, red, hooded, bloody, khaki, hair, boiled, silk, stuffed and frayed. —*Marlen Pew in Editor and Publisher.*

When he is down on his luck the farmer goes radical, and that is about all there is to politics in North Dakota.—*Ole H. Olson, acting governor, North Dakota.*

We are not a "United States" at all in our care of children. We are just forty-eight little republics—and then some.—*C. C. Carstens, Child Welfare League of America.*

Thousands of people will go to see a preacher who allowed himself to be bitten by a rattlesnake who would not go across the street to hear him preach.—*The Christian Century.*

The effect of mergers is to increase the disastrous consequences of wrong judgment, to increase sales cost and to encourage the growth of stuffed shirts.—*David Cushman Coyle to American Society of Mechanical Engineers.*

One of the basic qualities of a good teacher is the ability, through magnetism or some other such black art of the personality, to make people want to learn what they do not want to learn.—*Dorothy Canfield Fisher in The Journal of Adult Education.*

Our imaginations have been fired by the implications of the new machine-age technology, but we are not yet within sight of the Promised Land where production is so simple that we can rest assured of the comfort of every human being.—*Mollie Ray Carroll, University of Chicago.*

An adult generation that allows its Frankenstein amusements and its own weakness, irregularities and example to imperil the welfare and the future of its youth, merits the full force of the Scripture which assigns the millstone as the lesser punishment. —*Prof. L. A. Averill in School and Society.*

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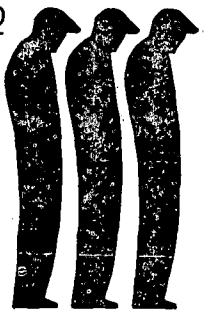
UNEMPLOYED IN THE USA

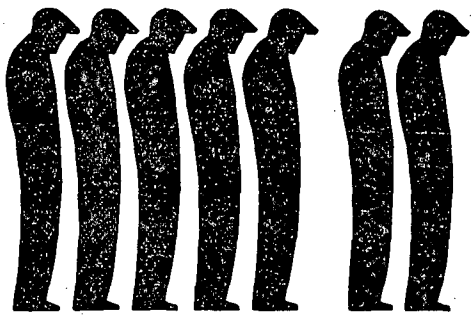
1930 – 1934. JANUARY TOTALS

This chart of unemployment is based on the American Federation of Labor figures of the last five years. (AFL computations count among the unemployed all those working in government emergency programs.) It is to be noted that the chart does not represent yearly averages, which were: for 1930, 4 million; 1931, 7½ million; 1932, 11½ million; 1933, 12 million; and for 1934, through the month of July (latest figures), 11 million.

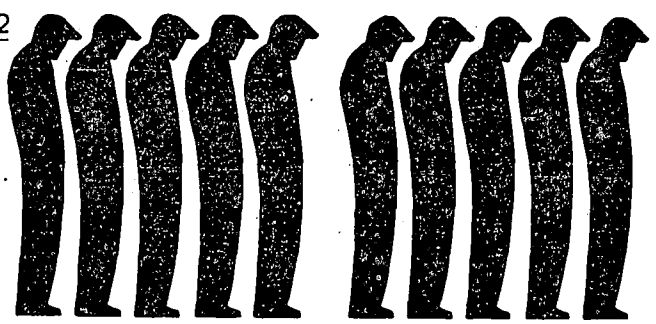
1930



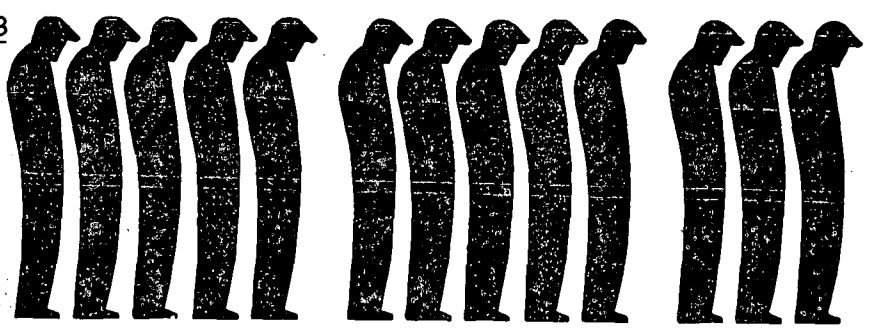
1931



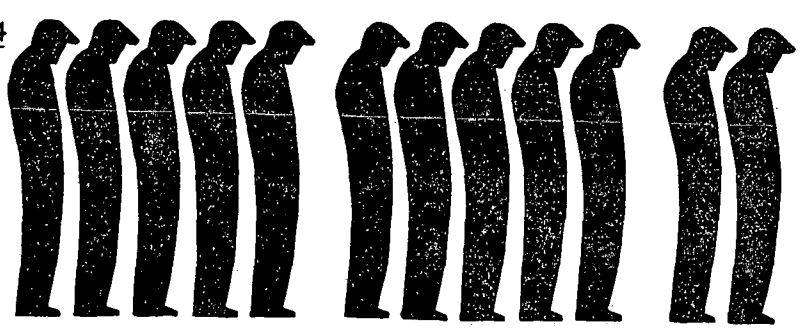
1932



1933



1934



Each man represents one million unemployed

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Relief for Strikers' Families

By JAMES MYERS
Industrial Secretary, Federal Council of Churches

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WHEN I think of relief for the needy families of strikers, I see the problem less in terms of economic and political logic than in terms of the gaunt men, the weary women, the draggled, old-faced children I encountered last month in one textile town after another on my way to Honea Path, Georgia, to preach the funeral sermon for six strikers killed on the picket line. When you have been with workers on strike and their children, relief becomes something more than an academic question. Here are human beings driven to a desperate stand by their sense of injustice. In this particular instance, the mill hands were striking fundamentally for the right to bargain collectively through their union, a right guaranteed them by Section 7a of the National Industrial Recovery Act. In their industry, appallingly low wages and broken time are the rule. They have no reserves. Most of them are in debt to the store for food and kerosene. Their union has meager resources. To establish a right guaranteed them by law must these workers go hungry, and see their children go hungry? These, I believe, are the terms in which strikers' relief must be discussed.

Relief for strikers' families, which suddenly became front-page news in the nation-wide textile strike, is no new policy with FERA. When the administrator announced on August 28 that even in the event of a strike on an unprecedented scale, "no one in this country shall go hungry," he merely repeated the creed of the federal organization: "to provide relief on the basis of individual need." The order that went out over the signature of Harry L. Hopkins on September 13 followed verbatim the Instructions to All State Emergency Relief Administrators, issued when the point was first raised in connection with a strike in Montgomery County, Pa., and dated October 5, 1933:

> The Federal Emergency Relief Administration is concerned with administering relief to the needy unemployed and their families. Each case applying for relief to the local emergency relief agencies should be treated on its merits as a relief case wholly apart from any controversy in which the wage earner may be involved. The FERA will not attempt to judge the merits of labor disputes. State and federal agencies exist, as well as courts, which are duly qualified to act as arbiters and adjusters in such disputes. Unless it be determined by the National Labor Relations Board of the NRA that the basis for a strike is unreasonable and unjustified, the FERA authorizes local relief agencies to furnish relief to the families of striking wage earners after careful investigation has shown that their resources are not sufficient to meet emergency needs.

A supplementary statement from the administration declared, "Where relief jobs are available which needy strikers can fill the applicants are being required to work for their relief budget like anybody else."

While one may see dangers here of a possible future government control of labor through Board decisions on whether or not a strike is "justified," and on the other hand, of ill-considered strikes predicated on assurance that there will be plenty to eat, it seems to me that neither of these bugaboos is a real issue in the present situation.

THE FERA policy is clear. Its importance in a strike situation, the effectiveness with which it is applied, depend on a number of complex local factors. Among them might be mentioned: the type of industry carried on in the community; the level of employment before the strike and the resources of the workers; local labor relations; the strength and standing of local labor unions; the political set-up; above all, the background and the attitude of state and local relief administrations.

In some strikes workers have individual resources to help tide them over. A strong union may have a "war chest" equal to the emergency. Under these circumstances, few if any families are pushed onto relief by a strike.

If the strike follows a long period of part-time employment, if it is in a plant or an industry with a meager wage scale, if the union is young or ill-organized, then relief for the wives and

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children of strikers becomes an important factor in community welfare no less than in the outcome of the conflict.

What the FERA policy means cannot be told in figures. The records are not kept that way. From Washington headquarters comes the statement:

We have no accurate statistics here in the office on the number of workers who have been given relief. We do not keep separate accounts of this because we do not deal with strikers as such.

Some quirk in local practice may eventually yield a statistic or two. Thus in one northern state relief to the families of textile strikers last month was paid entirely from federal funds "as it is an emergency that was not taken into account when the towns, cities and counties set up their budgets." In issuing an order to local offices to stamp vouchers for strikers' aid "Special Federal Relief" the state headquarters explained:

Remember we do not enter into a discussion regarding the labor situation with clients in granting relief by asking them if they are on strike or not. Get this information in any way you wish in order that you may stamp their vouchers—this does not mean that we are making their labor situation any concern of ours.

In letters from a score of well-informed persons in a number of states, the consensus of opinion seemed to be that "relief to strikers' families has not been an important factor in the total relief situation of the past year; but in some states . . . it certainly has not been negligible."

One letter cited a southern labor conflict where last winter:

The question of relief for strikers became very acute and I think ran through all its phases. The operators and some of the public were indignant at the thought that federal relief should be used to help their striking employes. On the other hand the [state relief] administration stood by its guns and . . . the state director resisted very strong pressure to weaken in respect to FERA policy: namely, to give relief on the basis of individual need without regard to the original cause of the need. At one time he told me he expected 9000 families to be added to his relief rolls . . . as a result of the strike.

Two New England items show how widely relief officials may (and do) differ in understanding and in procedure. A supervisor in a textile city writes:

I have met with the Strikers' Relief Committee and we made a friendly plan that all mill people not already known to us should make their first application to the Relief Committee. The committee will refer to us such families as obviously will need more aid than they are equipped to give. . . . I told the committee that we would investigate each case in the same way we investigate any other. They fully agreed and are going to check frequently with us. . . . We are trying to be absolutely fair and unbiased and to treat a striker as any other client who is obliged to apply for aid. . . . I do not know of any pressure to act in any other fashion, either from the strikers to be more lenient or from the public to be more drastic.

The overseers of the poor in Waterville, Maine, according to an Associated Press dispatch, decided to withhold unemployment assistance from the strikers, stating:

Let the unions support them. They'll either work or not eat. Any one who strikes in these times deserves to starve.

This, it seems to me, was neither the letter nor the spirit of FERA policy.

An unusually well-informed newspaper man, commenting on some of the difficulties in translating FERA policy into local action, writes:

My impression has been that the local relief authorities, tied up as they are with local commercial interests, tend to slow down on relief for strikers. I am told that in some South Carolina counties the relief authorities have allowed their funds to be spent and now that the textile strike is on they are not asking for more money from FERA.

A labor editor reports:

It has come to our attention that [before the strike] workers in southern textile mills have received public relief in addition to the sums which they were earning in the mills, and both scarcely adequate for existence. It is our observation that the distribution of local relief is controlled in a very large degree by local influences. In this textile strike the utmost of local pressure has been brought to bear on relief officials to prevent aid of any kind being given to textile workers on strike. . . . There is a distinct tendency to limit eligibility for relief to the single question of a person being on strike and, so far as local influences go, to deny them relief. It has come to our attention during the present strike of the textile workers that persons on relief rolls have had their names removed therefrom because of one or more close relatives participating in the strike. This is well-nigh a universal practice in South Carolina and Georgia and in the mill sections of North Carolina. We have made no detailed and statistical study of this matter and our information is dependent on the very considerable volume of letters we have had from individual workers who have described their condition and experience.

Many who agree with the general attitude of the Waterville overseers cite British practice as an argument against relief to strikers' families, again confusing unemployment insurance benefits with "the dole." It is true that under the Insurance Act, no beneficiary is eligible for payments if his unemployment is due to a "trades dispute," either a strike or a lockout. But this is insurance, not relief. With his own resources and those of his union exhausted, the British worker may ask for "public assistance." His application will be approved or denied on the basis of his need, the fact that he is on strike not affecting his eligibility.

THE real factors in the question of relief for strikers' families were clarified for me in textile towns through which I recently passed. The contrast was impressive—the great, substantial mills, the estates of mill owners, the squalid homes of the strikers. A strike is, in the last analysis, a test of resources. The employer to be sure almost invariably loses profits during a strike, but in order to maintain his position he does not have to go hungry nor hear his children cry for food. Throughout American industrial history, in one conflict after another the striker has gone back to work, convinced of the justice of his cause, but forced to accept employment on any terms so that his children may eat. It is futile to say that the public should be "neutral" in a strike situation, that officials should refuse to "subsidize" a strike by giving relief to the needy families of strikers. To refuse relief to needy families because the wage earner is on strike is not "neutrality" but a particularly cruel method of strike-breaking. The president of the Southern States Industrial Council stated in connection with the textile strike that if the government would revoke its unfortunate official commitment, "no one shall go hungry in this country," the strike would "probably not last for more than one week."

A statement issued during the textile strike in which I was joined by the Right Reverend John A. Ryan of the Social Action Department of the National Catholic Welfare Conference, and Rabbi Sidney E. Goldstein, chairman of the Social Justice Commission of the Central Conference of American Rabbis declared:

It is our earnest opinion that hunger should not be allowed to become the arbiter in industrial conflict. Relief should be given where manifestly needed. No issue can be said to be settled according to justice in which hunger has been the main compulsion in defeating labor, when the other party to the controversy has at least something to eat.

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Too Many Yet Too Few

By MARY ROSS

TOO many nurses to earn a living, too few equipped to meet the best modern standards of the profession. Such is the upshot of the eight years' study of the Committee on the Grading of Nursing Schools, summarized in its just published final report, Nursing Schools Today and Tomorrow (268 pp. Price $2 of The National League of Nursing Education, 50 W. 50 St., New York City.) The report brings together cogently the facts gathered through these years by the Committee, which includes representatives of the three national nursing organizations, the American Medical Association, American College of Surgeons, American Hospital Association, American Public Health Association, and individual educators and other members of the general public, under the chairmanship of Dr. William Darrach and the direction of May Ayres Burgess. It leaves no room for doubt that change is long overdue in the apprentice system of education, which nursing retains alone among the professions, and that change must be made in the interests of nurses themselves and the patients they serve.

Hospitals began establishing nursing-schools sixty years ago to ensure better care of their patients. There were not enough trained nurses to go around. Now in many places, especially in towns and cities, the Committee finds that the present number of graduate nurses could not hope to get work for more than a few months during a year if every sick person who needed a nurse could buy and did buy all the nursing he required. Between the years 1900 and 1930 trained nurses increased in number forty times as rapidly as their potential patient, the American public. There was severe unemployment and underemployment among them even in prosperity's heyday. Hard times have brought increased joblessness but have not abated the flood of hopeful new recruits—100,000 of them in the past four years. In New York State in 1932, private duty nurses worked an average of 94.2 days during the year and had an average annual income of $478.80, according to a survey by the New York State Department of Health cited in another outstanding recent report, Nursing Education and Practice in New York State, by Harlan Hoyt Horner, assistant commissioner for Higher Education, New York State Education Department. Yet the Grading Committee finds that while there are floods of applicants for any desirable position in nursing, in all three fields—public health, institutional and private duty—there are many positions for which desirable nurses cannot be found. Because of their inadequate education, and the lack of selection in applicants to the schools the greater number of nurses who come into the profession each year will not meet the shortage at the top but will swell the surplus at the bottom.

In the four years 1929–1932, some 37 percent of the students admitted to training in the schools in New York State general hospitals were eliminated before graduation. Even so, about a third of the graduates who appear each year before the state licensing board, hospital diploma in hand, fail to pass the examinations.

For the public the difficulty in the present system is not so much the quantity but the quality of nurses it turns out. Geared to the demands of the hospital, and without support as educational institutions, nursing-schools typically have had to think more of getting hospital work done than of equipping students to meet the requirements of professional life. Nurses in a hospital find conditions different in many ways from circumstances they will meet in nursing elsewhere. In the New York State report Mr. Horner points out that between 80 and 90 percent of the graduates of general hospitals examined in 1931 had had no experience in nursing nervous or mental illness, tuberculosis or other communicable disease, and no experience in public health. Nearly two thirds of the nursing-schools in the country are conducted by hospitals which have less than 100 patients, though ordinarily the small school in the small hospital cannot provide the number and type of teachers in classrooms and in the wards, the time, the equipment and the experience needed to make a nursing-education worthy of the name. In its successive surveys, the Grading Committee has found improvement in the hospital nursing-schools, but the standard still is unthinkable as a basis for professional education. The typical school has 43 students. Nearly a quarter of the "schools" have no full-time instructor. Of the nurse faculty-members, 20 percent have never finished highschool and only 20 percent have had as much as one year in college.

THE way out of chaos, the Committee believes, is to close most of the hospital training-schools. The surest way to close the schools is to find other ways of caring for patients without increasing the cost. Most hospitals can afford to employ graduate nurses by turning over to maids some of the work now done by students, and using toward salaries the money spent on maintaining students. Graduates need work; they can give patients better care than can students. Postgraduate courses in special fields or to supplement inadequate training would improve the quality of service offered by existing nurses. For the future the Committee suggests studies of the feasibility of a system of state licenses for nursing-schools, which could raise standards for nursing-education by setting the requirements a hospital must comply with in conducting a school. Now any hospital can start one if it wishes to.

As a matter of public policy the Committee recommends that registration of all graduate nurses should be required, and that studies be made to discover whether not only graduate nurses but all workers who charge money for caring for sick people should be licensed. Under present conditions in many states there is no way in which doctor or patient know whether or not the woman who calls herself a graduate has in fact ever had any training or whether the practical nurse is a dependable and ethical worker. The eight-hour day for special-duty nurses, advocated by the American Nurses' Association, is proving successful in increasing employment and quality of service without increased cost to the patient and in giving nurses a little time of their own. In both private duty and other fields of nursing, the Committee feels that greater flexibility in salaries, to reward specially arduous or skilled service, would improve the quality of nursing. They recommend extension of public-health and hourly nursing service for patients sick at

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home, and the development of central nursing-bureaus with salaried private-duty nurses employed under supervision to give eight-hour service in homes or hospitals. Such a plan would make it possible to lower the daily charge for private-duty nursing but at the same time, by stabilizing work, to maintain or increase the annual earnings of nurses.

In the New York State study Mr. Horner's chief recommendation is drastic: a moratorium until September 1936 on all admission of new students to training-schools. Using that interim as a breathing space in which to study costs of maintaining students or employing graduate nurses in hospitals, he would amend the State Education Law to provide that all persons offering to care for the sick for hire must be licensed. Recognition would have to be made under the law for existing practical nurses who could give reasonable evidence of their successful experience. For the future, however, he suggests a new type of practical nurse, definitely limited in number, required to meet specified standards of education, fitness and personality and to have completed a year's training in a registered school for practical nursing. For the "RN" as we know her he would prescribe at least a year in an approved college, including work in English, the sciences, psychology and sociology, followed by two clinical years in a registered nursing-school. Students in the hospital schools would have had to pass a fitness and personality test by the Department of Education and would be limited in number. They would pay tuition and maintenance charges there as in any other professional school.

The hospitals, hard-pressed for funds, have felt nursing-schools an economy in administration, though records are seldom available to show actual costs. In some cases actual study has shown that employment of graduates would be cheaper as well as more effective than the use of student nurses. In any case the argument of economy breaks down when the plight of profession and public also is considered. As Mr. Horner declares:

> The only basis on which the school should be permitted to exist is that it provide fundamentally sound nursing-education. This end can never be gained until nursing-education and nursing-service in hospitals are administratively and financially separated and until hospital authorities completely abandon the idea that profit *may or ought to be made* out of a training-school for nurses worthy of the name.

Happily the wealth of facts which the Committee on the Grading of Nursing Schools has brought together will not rest only in its reports, but will continue to be disseminated through the Nursing Information Bureau recently established by the American Nurses' Association with the sponsorship of The National League of Nursing Education and the cooperation of the National Organization for Public Health Nursing. From its office at 50 West 50 Street, New York City, the Bureau will endeavor to keep before the public and the professions concerned with medical service the facts which are their common concern and call for their common action if nursing—good nursing—is to be made available to people who need it at a price they can afford and if nurses are to have the dignity, security and opportunity their profession deserves.

Collecting the Relief Billions

Federal, State and Local Funds—Where They Come From—How They Are Raised

By CORRINGTON GILL

Assistant Federal Emergency Relief Administrator in charge of Research and Statistics

NO problem has been more perplexing than that of financing relief. In the early years of the depression private contributions accounted for about 30 or 40 percent of expenditures. This proportion is now estimated to be less than 5 percent. Meeting the need for unemployment relief has become almost exclusively a public responsibility.

In conformity with the mandate expressed in the Relief Act of 1933 the Federal Relief Administration has attempted to bring about an equitable distribution of the burden of caring for the unemployed among the federal, the state, and the local governments. This is a difficult task.

From the beginning of 1933 to the end of June 1934 obligations incurred for unemployment relief from public funds amounted to approximately $1,340,000,000. This was exclusive of Civil Works' Administration expenditures which total, in round figures, $950 million. Almost two thirds, 62.8 percent, of the relief total was supplied by the federal government, 16 percent by the state governments, and 21.2 percent by the smaller political subdivisions.

It is interesting to note that the proportion of local contributions to total expenditures has declined during each quarter since January 1933. This decrease is for the most part due to a diminishing of the financial capacity of local governments.

In 1931 and 1932, before any federal money was made available, the whole burden in most of the states fell on local units of government which, in addition to the exhausting demands for unemployment relief, faced drastically reduced tax collections. The bulk of local revenue, as is well known, is still obtained from the property tax which was much reduced in productivity as a result of reduced assessed valuations, poor tax collections and taxpayers' strikes.

The proportion contributed by the states, on the other hand, increased steadily from 9 percent ($18 million) during the first quarter of 1933 to 33 percent ($59 million) during the corresponding quarter of 1934.

We estimate that state and local funds available for unemployment relief during the remainder of this year will average approximately $30 million monthly.

IN some cases a separation of state and local funds is merely an accounting procedure. The State of California, for example, provided funds for unemployment relief through a $20 million relief bond issue. The proceeds of this bond issue, originally sold by the state, is reloaned to the counties and municipalities to be repaid from their share of the gasoline tax. Thus, though actually listed as a state contribution, the proceeds of the bond issue may in many respects be properly considered as a local contribution.

Where have the state monies come from? In practically every case, the expenditure of state and local funds for unemployment relief resulted from special legislation, which explains to a great extent the establishment last year of an all-

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time record number of state legislative sessions. State legislation for this purpose began in 1931. Since that time thirty-six states have provided unemployment relief funds.

Those who have had occasion to follow legislation for unemployment relief have doubtless observed that there is a considerable degree of discrepancy between legislative appropriations and actual expenditures. This discrepancy is caused by a number of factors: some expenditures were incurred without legislative authorization; some expenditures authorized were never made; some authorizations were only partially invoked; in some instances the sources from which funds were appropriated proved to be unproductive; and, in still other cases, expenditure for relief was prevented by the interference of the courts.

Statements have been made that the insistence of the FERA upon state and local contributions has brought about an enormous increase in public debt; that it is consuming the bulk of liquor revenue; that it is responsible for the diversion of large proportions of the automobile revenue; that it is responsible for the sales-tax movement. Careful investigation reveals that most of these statements are grossly inaccurate.

Let me state definitely that the FERA has never endorsed one method of raising relief funds as against another. What I am particularly anxious to avoid is the impression that the FERA is bringing pressure to bear upon states to adopt certain specific revenue measures, for example, the sales tax. The pressure for relief funds, so far as I am aware, is not different from any other demand for revenue. We tell a state the amount we expect it to contribute and that state can choose any method it desires. If it adopts a sales tax, or diverts gasoline money, or sells bonds, it is because it wishes to raise its revenue in that way.

Bond-issue authorizations and appropriations from general revenues have been most important as sources of relief funds despite the fact that borrowing for unemployment-relief purposes is kept down by severe constitutional restrictions. In only ten states is the power to borrow beyond temporary and national defense requirements vested in the state legislatures. In the remaining states, borrowing is a lengthy process.

TO date, state and local bond-issue authorizations for unemployment relief approach $300 million. Compare this with approximately $20 billion, the present gross public debt of the United States, exclusive of federal debt, and you will see the non-validity of the impression that relief has brought about a significantly disproportionate increase in public debt.

Unemployment relief is the beneficiary of not more than 3 or 4 percent of the estimated $100 million annual public revenue being collected by the states from liquor.

In those twelve states in which gasoline taxes and motor-vehicle registration fees are used for unemployment relief, the total amount involved probably does not exceed $15 million annually. This represents but a small fraction of one percent of the $850 million revenue derived annually from motor traffic.

Approximately the same situation exists in respect to the sales tax. This method of raising revenue is now employed in seventeen states and is producing an annual revenue in excess of $200 million. It is difficult to determine precisely what proportion of this money is being used for relief since in some cases appropriations from the general funds were in fact made in anticipation of sales-tax revenue. It is apparent, however, that the total figure for 1934 will probably not be in excess of $20 million.

Local public funds have been raised by using up accumulated surplusses, by cutting employes' salaries, by diverting funds to relief from purposes for which they were originally intended, by tax levies, and by bond issues. Unfortunately there are at the present time no adequate data indicating the amounts of relative proportions raised from each source.

During the past eighteen months the proportion of funds supplied by the three governing units, have varied widely from state to state. Thus, federal contributions ranged from 28.9 percent in Massachusetts to over 99 percent in South Carolina and Mississippi; state contributions, from nothing in Alabama, Florida, Georgia, Mississippi, Nebraska, North Carolina, North Dakota, South Carolina, South Dakota, and Wyoming, to 67 percent in Delaware; and local contributions, from nothing in Delaware to 72 percent in Massachusetts.

IT may reasonably be asked what justification there is for this variation between states, in the proportion of the costs of relief borne by the federal government. There is no one simple answer to this question. Four major elements must be considered:

First, it is necessary to take into account the need for relief. We know that this item varies widely from state to state and from community to community.

Second, due weight must be given to the relative abilities of the political units to finance relief. Economic capacities vary to an extreme degree. In some instances states and their political subdivisions are already in poor financial condition and are, therefore, unable to provide additional funds. Then again there are some states where economic capacity is adequate but where it cannot be employed because of constitutional and statutory limitations either on the levying of taxes or the incurrence of debt, or the performance of service. Where these constitutional or statutory restrictions are obstacles in the way of the provision of relief funds, taxpayers in other states have a right to expect the removal of such limitations. Unfortunately the revision of constitutions and statutes is a lengthy process, and in the meanwhile the needy unemployed must be cared for.

Third, proper attention should be given to the relative amounts spent by the political units for public-welfare purposes other than direct relief. Their significance is obvious. These activities frequently reduce the necessity for direct relief.

Fourth, geographical variations in living standards and relief costs as well as weather and seasonal factors must be considered in arriving at any available and fair conclusion on the amount of participation by the federal government in helping meet the relief needs of the various states.

There is no question as to the desirability of measuring these four major elements in carrying out an intelligent policy of making grants to the states but until a formula can be devised our policy is to approach each state on its own merits after a careful study of the facts.

Some of the questions we attempt to answer may be stated briefly as follows:

What is the nature of the political unit's economic life? Is it one that has been disproportionately affected by the depression?

What has been the trend of the financial condition of the political unit during the past four or five years? What are the factors which brought about this financial condition?

What increase or decrease has taken place in the political unit's welfare expenditures and its total expenditures? Where has an effort to economize been made? If its expenditures have increased, have they increased for justifiable reasons?

On the side of revenues, we raise the question of whether or not they have increased or decreased. Has the political subdivision made an effort to revise its revenue structure? Has it adopted any new

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taxes, increased old taxes, or has it, on the other hand, dropped sources of revenue? Has it any readily available untapped sources of revenue?

What is the indebtedness of the political unit and what is its credit rating, and what are its possibilities of raising relief funds by borrowing? What are the constitutional and statutory conditions? Are there legal restrictions which would prevent the legal unit from tapping available sources of revenue? Other important questions must be answered concerning the relationship between the state and the local political subdivision as, for example, has the state recently assumed the cost of functions heretofore performed between the cities and counties?

Although these are the most important factors used in measuring the ability of the states and localities to finance unemployment relief, there are other more practical, less academic items which have, in some cases, made it difficult to secure adequate financial participation; such, for instance, as the unwillingness of some governors to call special sessions of the state legislatures; the lack of responsibility or the presence of political factionalism which may prevent legislative action; and in a few cases, perhaps, the unwillingness of the people dominating the political scene to go on record as favoring the raising of funds for the relief of their unemployed.

The FERA has consistently followed the policy of exerting all the legitimate pressure which it could properly bring to bear without causing undue suffering to the unemployed themselves who are not responsible for the attitude of those determining the fiscal policies of states or localities.

Key West—Bottled in Bonds

By NELS ANDERSON

Assistant to Chief Engineer, Federal Emergency Relief Administration

KEY WEST surrendered. This strongly fortified coral island, so important for half a century on the military map of the United States, has given up. Once the favored center of the American cigar industry, Key West stands today in the breadline of the Federal Emergency Relief Administration.

On July 2, the Mayor and his council wrote to the governor of Florida that the city had come to the end of its rope. Up to its knees in garbage and unremoved rubbish, over its head in debt and two years behind in its official payroll, the city could not go on. Three days later Julius F. Stone, Jr., relief administrator of Florida, accepted the bankrupt municipality as a relief client. He had no other choice, for already 80 percent of the town's population were on the relief rolls with the proportion rapidly increasing.

The resolution of surrender is a document worth pausing over because it pretty well reviews the glory and decay of Key West, the island of two thousand acres which once had a population of more than twenty thousand people. Here the cigar industry at one time employed ten thousand persons. Today there are scarcely a hundred cigar makers actually working. The industry has been tempted to other places, chiefly to Tampa where greater advantages were offered. The coast defences of Key West and the regimental post of the army have been reduced to a skeleton formation of forty men and officers. The port is about to be abandoned as a naval base thus depriving the town of a payroll of a half million dollars. With the coast-guard headquarters gone and with certain steamship lines ceasing to recognize the town as a port of call, Key West has about ceased to have any customs importance. The losses or prospective losses of all these activities boded ill, said the resolution, for the social and economic life of the place.

The resolution further pointed out that both passenger and freight business has declined on the railroad and the ferries over which the auto highway reaches the little island. The pineapple canning business once a leading industry is about lost due to tariff changes; the sponge industry has migrated up the west coast to Tarpon Springs, and the fishing business, due to competition elsewhere and to the long freight haul, has about given out.

When this once flourishing town reached the bottom of the spiral it was almost without a payroll, its per capita monthly income being less than $7. But that is not all the story. Key West, along with every other up and coming Florida town, went down the spiral barnacled in debt. The bonded indebtedness of Monroe County and the city of Key West totaled at the close of 1933 approximately $5 million. And the county in the final analysis is Key West, there being very few inhabitants outside the city. In addition to the bonds there was an interest bill of $270,000, constantly growing. Further, at the time of surrender the city owed its employes and officers the sum of $113,000, not to mention certain unpaid operating expenses of about $150,000. To this must be added hundreds of thousands in private debt. Indeed there is scarcely an unencumbered property in town.

A fireman told me that the city owed him $2000 and that that was an average bill. The nine men on the police force, including the chief and the jailer have not been paid for so long that policing the city has about gone out of style, but with no alarming consequences. Whether it is true or not, the report is that prisoners are turned out during the day and must be back to jail by six o'clock, or they are locked out for the night. Anyway crime and delinquency are not the problems.

Fire protection is dangerously inadequate. Firemen have lacked not only their pay but the most necessary means to keep their equipment in shape.

IN the sanitary department the breakdown was complete. I was told that after a bill of $18,000 was piled up against the town, the collectors of garbage and rubbish were forced to quit. Then followed some eighteen months when no waste was hauled away and vacant lots and streets became filled with debris of every description.

A word about the taxes and rents. With practically no local payroll there was no money for rent. Rent-paying just about ceased, and the property owners stopped paying taxes. Whatever was paid the bondholders got while the cost of even the barest municipal services was unmet. Nevertheless the market value of the bonded bill of more than $400 per capita dropped with a thud. These claims, I am told, are selling for as low as 10 to 20 percent of their face value; an eloquent index of the economic outlook.

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The relief administration took over the town in good revival style, with a big open-air meeting. The essence of the proposal presented was a return to the elements of democracy. For the sake of health and appearance the town would be cleaned. Waste would be hauled away. Tumbledown old buildings would be razed and the materials salvaged. Habitable residences would be made presentable. The municipal household would be put in order. All this to be done in part by volunteer labor and in part by relief labor.

THE people were asked to form themselves into a work army for six-months service, beginning August 1. All relief clients able to work were expected to put in labor to meet their budgetary requirements and in addition to give the community twenty-four hours work per week. Citizens not on relief were asked to volunteer twenty-four hours weekly. A citizen would get his volunteer credit, hour for hour, by taking a worker into his employment.

While the voluntary enlistment was under way, the newly-formed Key West Authority undertook a complete census and house inventory. More about this in a moment. The census revealed a total of 6953 ostensibly able-bodied men and women between the ages of 18 and 64 years. Of this group the females numbered 3338. At the close of the enlistment 4300 of the able-bodied had volunteered an average of 20 hours per week. Not counting relief labor, the Key West Authority was pledged approximately ten million hours of labor of every type. The problem is to find ways of using it.

Being a little doubtful about it all I asked what the citizens got in return for all this volunteer labor. The answer was simple and direct. In essence the relief administration said to the people of Key West,

> Your city is bankrupt; your streets are littered and filthy; your homes are run-down and your industry gone. We will begin by cleaning up. Then we will rebuild. After that we must find ways of earning a living. If we can we will try to exchange some of this labor for back taxes and unpaid rent. If this can't be done the job is still worth while. We will make Key West a clean, beautiful and healthy city.

Even before August first the people went to work, starting the clean-up in the most littered corner of the island. At the time of my visit a month later they were still working three shifts a day, keeping ten trucks busy carting garbage, rubbish and wreckage to the dumps. More disagreeable work could not be conceived but I was assured that there was no balking. Various estimates indicated that more than 80 percent of the pledged hours were being delivered.

While the clean-up crew scoured the streets, parks and vacant lots, another gang of workers was put to the task of demolishing scores of old buildings which could be removed only with the consent of the owners. The relief administration reserves the right to salvage materials for later use in repairing habitable buildings. Volunteer labor credit is granted a man to work on his own property. If he needs help it is given him and charged. He pays back in work, perhaps on a neighbor's property. Charges for materials will also be paid in labor.

The spirit of cooperation in this undertaking was shown by the prosecution of a voluntary census, an extraordinarily complete inventory of the human, health and housing resources of the town. Every person on the island to the number of 11,656, was reported and more than 90 percent of the information sought was obtained. The task of compiling this is not finished.

The census showed 6378 non-Latin whites, 3072 Latins and 2206 Negroes. Of 1177 non-citizens practically all were Negroes and Latins. They all signed up, however, to give their labor until about every house in town sports a FERA "New Dawn" poster.

Naturally one asks of Key West, "What next." It is inspiring in times like these to see the whole people of a city rise overnight from a slough of lethargy, get busy and clean up. But, to what end? On this there are two viewpoints in Key West. This coral city has the remnant of an upper class who mourn the good old days and want them back again, believing that if money is spent at the top enough will trickle down so that everyone will get a little of it.

A second group wants to raise the standard of living of all people with good houses for everyone and a lot more houses to rent to tourists. They know they must have some industry, but the boomers and promoters must stay out. Certainly no bond-sellers would be admitted. This is the group in control of the present venture.

The man selected to handle the Key West experiment is B. M. Duncan, an engineer loaned by the Florida Highway Department. His feet are firmly on the ground. With him are a goodly number of socially minded engineers who have done much to take social work out of the concept realm and to make work a social therapy. I asked Mr. Duncan about plans for finding real jobs for the people of his stranded city. He hastened to say that mushroom business and fly-by-night manufacturers would not be welcome:

> Two weeks ago some cigar men came to see me to ask what concessions we would give if they opened one of our abandoned factories. I could offer nothing and they have not been back. They were the kind of men who shop around and stay only one place only until they get a better offer elsewhere.

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Florida towns have had too many such business men. They are in a class with the big real-estate boys whose depopulated boom towns are seen on every hand.

The suitcase industrialists and the real-estate sharks have partners in the writers and floaters of bond issues. They have gouged and gutted some towns even worse than Key West. The escape from the bond slavery is through depreciation but this is a depressing way out. Key West bonds have gone down and down with every drop in the town's economic prospects. Under the burden of the bonded debt the economic curve can only go still lower. The debt cannot be paid.

Perhaps the debt can be compromised. This is the hope of Key West; that the RFC will strike a deal with the bondholders. Until some adjustment can be made the work of rehabilitation must be outside the framework of the tax system and the municipal government must remain as now a shell under which the emergency government of the relief authority operates.

IN 1822, John Simonton, an American trader, purchased the island of Key West from Juan Pablo Salas, a Spanish soldier, paying therefor the sum of $2000. Since then, except in its uses as a military base, Key West has always been a fishing and trading town. A century after the Simonton purchase came the dream of big business, crowding the island with more than twenty thousand inhabitants and loading it with debt. But Key West is not designed by nature to be an industrial city nor even a port of consequence. It was prepared by the gods to be a playground. It could never be a place of show and glamor. It is quiet and unique and could be another Provincetown. That is precisely what the present administration is aiming at.

I don't know what the Key West experiment proves. I only know that one cannot pass that way without being greatly stimulated.

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The Chests Stand Their Ground

WITH Washington as a setting, and national figures, beginning with President Roosevelt, lending prestige and inspiration, the community chests launched in late September the 1934 Mobilization for Human Needs, general title for the national effort, intensive between October 21 and November 11, to fortify some 350 chests in as many cities in their campaigns for funds for the support of local social-welfare agencies. The conference in Washington served, as it has in previous years, to focus public attention on the purposes and needs of social work, other than direct relief, and to pool the experience of board members and executives responsible for the organization of the local campaigns.

The conference was opened with a charge to citizens by President Roosevelt and a response by Newton D. Baker, chairman of the national committee of citizens sponsoring the 1934 Mobilization. The place in the community of social case work, leisure time, character building and health services was discussed by Mrs. Frederic M. Paist, president of the national board of the YWCA; Porter R. Lee of the New York School of Social Work and Livingston Farrand, president of Cornell University; and the organization of the Women's Crusade, the distaff side of the mobilization, by Margaret Culkin Banning of Duluth. The more technical topics of campaign strategy and budget principles were presented by Solomon Lowenstein of New York and Leroy Ramsdell of Hartford.

Because privately supported social work, as represented by the community chests does not, it well knows, operate in a vacuum, Community Chests and Councils, Inc., administrative agency for the mobilization, brought into the conference various distinguished speakers to present matters of broad public policy in social welfare. These included Mrs. Franklin D. Roosevelt, George D. Vincent of Greenwich, Conn., Harry L. Hopkins of the FERA, John Stewart Bryan of Richmond, Va., Albert L. Deane of the National Housing Authority and author of the much discussed Deane Plan, and Arthur J. Altmeyer of the President's Committee on Economic Security.

The chest executives were plainly of mixed mind, compounded of the question, "But how are we going to get the money?" and of fear of sudden changes of relief policy upsetting to the public temper and to their own plans.

Case Work and Public Relief

By PORTER R. LEE

Director, New York School of Social Work

EXPERIENCE in this depression has brought to public perception the fact that neither public nor private relief alone has been equal to the total burden of dependence. For handling the problem of mass relief private resources are hopelessly inadequate and public relief is indispensable. On the other hand, however efficient public relief may be, there are areas of human need which it cannot reach —areas which lie outside its necessary preoccupation with mass relief, outside its statutory limitations, outside its adaptability to many human problems which are covered by reticence and sensibilities.

These are areas which the private agency with its maturing program of social case work must occupy. Social case work must be incorporated into our public relief, continuing the beginnings in this direction which were discernible here and there prior to 1929 and which have been greatly accelerated by the influence of the FERA and some of the state administrations. But the mass-relief problem ahead of us is so vast that there is no possibility that social case work can be made available under public auspices for more than a small part of it. Those persons in trouble, whose need for other kinds of help and reinforcement transcends their need for relief, must be provided for largely through private agencies. This assumption involves no discrediting of public-welfare methods. Their limitations are inherent in the insufficiency of their resources for social case work, and to some extent in the statutory limitations under which they work.

Statutory provisions can rarely be defined so as to cover all of the need towards which they are directed. They may and in many instances they do cover the bulk of it, but the law defines limits which human need does not recognize. If we are to provide service beyond the limits of statutory provision it is imperative that our community provision include both public and private resources and that we maintain a flexible relation between them.

THE private agency therefore must perform a function which is beyond the present scope and the present inherent possibilities of public relief. In the immediate future I believe it has another important function in relation to public relief. Deplorable as our mistakes have been, I think we must nevertheless agree that in view of the magnitude of its task the record of governmental relief administration during this depression has been outstandingly good. Certainly it takes on that character when compared with the whole history of public relief in this country. But the crux of our problem during the next decade and more lies just there, for both the depression record and our previous history will influence the development of public-relief administration, and with some conspicuous exceptions our previous history had been almost wholly bad. Our great problem is to make expenditures for public relief efficient in the sense of realizing for all of us our purposes with respect to those with whose need we as members of civilized communities wish to be concerned. It will be a long job. Moreover if this depression lifts it will be a task which will have to be carried on without the dynamic national psychology which makes relief of foremost public interest in a time of great crisis.

When public opinion takes relief out of the glamorous atmosphere of the New Deal, it will be administered in the much less inspiring atmosphere of governmental bureaucracy, sub-

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Objectives

By NEWTON D. BAKER

ANY extended system of federal relief, however necessary, is attended by dangers. The efforts of the federal government have avoided many of these dangers by insisting upon local administration and cooperation, but it is our eager hope that soon the entire burden of relief may be returned to local shoulders.

In the meantime, the primary object of our interest is the protection of the American family against another but parallel set of evils. We have devised a whole set of agencies to assist one another in helping to carry the peak load of the family burden, caused by sickness and other afflictions to individual and helpless members of families, and to supplement the family influence as it seeks to protect children against the temptations of modern life and to build them into strong and self-reliant characters. In these agencies we have invested, from private gifts, vast sums of money. To their ministrations we have brought the trained workers of a new science. Their continued support is always indispensable, but in times like these they become especially necessary because the family as an institution is weaker when its members are overshadowed by the clouds of universal want and universal fear.

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ject to all of the peculiar pressures and distortions which have characterized our public life. It must not be allowed to sink into inefficiency under those pressures, and nobody familiar with the administrative foundations which have been laid in this depression believes that it need do so.

BUT it will take continuous effort on the part of public-spirited citizens upholding the efforts of conscientious public officials to prevent it. No public agency can in the long run rise much higher in its conception of its task than the level at which public opinion will support it. In no matter of public concern is there so little public understanding as in the broad field of social welfare. If we are really in earnest about social welfare it must be clear that the permanent organization of citizen- and professional interest in private agencies is an indispensable focus of public concern with its social problems. This service of initiating and informing public opinion is not only one which private agencies have always rendered our public agencies, it is a service which public officials concerned with a high standard of work have persistently sought. With the inevitable lessening of public interest in relief I do not see how public standards can be upheld, however able our officials, without such service from private agencies.

Efficiency in public relief is even more a matter of personnel than of public opinion. Two years ago the majority of our most competent workers were in the employ of private social agencies. Within that period these workers have been steadily drafted by developing public departments. This transfer of personnel, in my judgment, is one of the greatest services which private agencies have rendered the cause of social welfare in this country. This transfer must continue. Public agencies will undoubtedly assume an increasing responsibility for training their own personnel, but for adequate professional education of competent social workers for public welfare, private agencies are indispensable.

But this is 1934. Money is scarce, taxes are mounting and demands are heavy. Uncertainty is in the air. We will not let people starve but if the government is to continue to take our billions to prevent it, why should we ourselves through our private agencies spend our paltry thousands or even millions for the same purpose, plus the luxury of providing social case work to a minority of those in need?

This question cannot be dodged. I believe the answer to it can only be found in a searching of our most cherished purposes with respect to life. What kind of social life do we want in this nation, whatever be the social order in which we live it?

If we include in it the service of man to fellow man in adversity then we must at all costs keep alive and vital those forms of organization and relationship through which this service can be rendered. The list of these is long and distinguished on the roll of human achievements. During the last fifty years social case work and the private social agency have earned a certain if modest place among them. Their claim upon the participation and support of the American people is not their service to the capitalist system, or the rights of the professional group who administer them or the privilege of the wealthy to be philanthropic. Their claim is exactly that of medicine or education or engineering: they represent a form of service which has demonstrated its power to enable human beings to achieve their civilized purposes with respect to each other. We have come to regard them as indispensable. They assume the character of indispensability because on the whole we prefer a world in which such attributes of civilized living are present.

The Keynote of 1934

By ALLEN T. BURNS

Executive Director, Community Chests and Councils, Inc.

THE community chests will ask support for 1935 on the basis of their inclusive all around programs of human service. Unemployment relief has practically ceased to be a function of private social agencies, and relief is no longer the touchstone of the community-chest appeal. The appeal of the chests this fall is comprehensive, constructive and courageous. It embraces services of child care and protection, hospitals and nursing, guidance and leisure-time occupation for youth and presents them, not as alleviative charity but as essentials to community rebuilding. Rebuild, the slogan of the Mobilization of 1934, means exactly what it says. The appeal is courageous because the chests are not setting their goals at what they think they can get and trimming down services accordingly, but are going to the public with an honest statement of the costs of social services vital to the community. If they do not make their goals they will at least have put the case squarely before the public and the responsibility will be where it belongs.

Present indications are that the chests will ask for more than was raised last fall and that they have reason to hope that they will get it. Ninety percent of chest money is raised in fall campaigns, but for a number of years the results of the few spring campaigns have supplied a fair forecast for the fall. Last fall campaign results were 16 percent below the preceding fall but the spring campaigns showed 101 percent of the results of the previous spring.

The chests are not fooling themselves on the difficulties which mounting taxes and public-relief expenditures impose on raising private funds but they know they have a sound case and they mean to put it frankly before that unpredictable entity we call "the great American public."

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Family Ties

By GERTRUDE SPRINGER

Miss Bailey Says . . .

You can't settle family troubles with food orders. What can a relief worker do, for instance, when . . .

A returned CCC boy refuses to stay home and takes him a wife because "married men on relief get all the breaks"?

A family refuses to "take back" a fifteen-year-old girl after the still-birth of an illegitimate child, and there is no institution to care for her?

A deserted mother, with four of her own, refuses to shelter her four young step-children and there are no relatives or institutions to take them in?

A deserting husband of one relief family is found as an unbudgeted member of another?

A DREARY autumn rain and a morning paper full of bad news had put Miss Bailey's spirits into low even before she picked up the official report, Employment Status of Former Members of Civilian Conservation Corps, and began to read:

Within a few months of leaving the corps either during or at the end of the summer-term of 1933 no less than one eighth of the 100,000 young men and boys could not be traced, probably because of their shifting rapidly from one part of the county to another. . . . Less than one fifth of the 90,000 who could be traced had procured employment, and in each of the three states, New York, Illinois and Ohio, from which the largest number of these boys had come, less than 14 percent had found work. . . . The total picture that emerges is of a highly transient and markedly unemployed group of young men.

"So they're on the road, and back on the street corners. And what's the answer?" she asked herself as her door opened to the first visitor of the day who, plainly, was also in low.

"What do you think our fine CCC boys are doing now?" The visitor was not only low but bitter. "Getting married, if you please. Setting themselves up as families because 'married men get all the breaks in relief.' That big husky boy of Mrs. Larson's had the nerve to tell me that to my face, and to tell his mother she kept a hell of a house. He's getting married this morning and he practically dared me to stop him."

Miss Bailey repressed a giggle. Who would have thought of this as an answer!

She remembered Mrs. Larson's overgrown boy and what a relief it was to everyone when he went to the CCC camp. Not that there was anything wrong with him except his incredible appetite and the size of him for a three-room flat with three other children and a nagging, slip-shod mother. The CCC had been a God-send for him.

But now he was back, and to Miss Bailey the percentages of the official report suddenly took on human form.

"Now let's see just where he stands." Miss Bailey took up the record card. "He's been away a year and the CCC is all over for him. He's gained ten pounds. He's twenty years old. He's come back to the same three-room flat, the same grocery order, the same quarrels. Food tickets don't settle family troubles, do they? For three weeks he's hustled for a job and can't find one. Now what are his choices for himself?"

Miss Bailey ticked them off on her fingers: "He can stay home. But he says he won't and there isn't any way to make him. He can take to the road, join the quarter-million transients in federal camps and shelters. Not a very good answer for him or for society. He can leave home and become a 'resident homeless' lining up every night for a bowl of stew and a bunk. Not very enticing after a year of the decency of the CCC camps. A work-relief job? Oh no, they are only for married men. It's perfectly true, married men do get the breaks in this relief business.

"Do you know, Miss Thomas," Miss Bailey began to feel cheered up, "I think that boy's bright. As the head of a family he'll be entitled to a budget which, thin as it is, will give him more decency of living than a mattress on his mother's kitchen-floor and a family battle for a man's size share of the food order. And besides he'll have a fighting chance to get on work-relief. I wouldn't have thought of it, but given his situation, with relief all there is for him anyway, why shouldn't he take the best break he can get on it. And then, he'll have his girl."

The way Miss Thomas said "Gir-rl" indicated that she was not impressed.

"Girl? Why of course he'd have a girl," went on Miss Bailey blithely, "What do you expect, that normal healthy young animal! And this last year in the CCC has broken him completely away from his mother's way of life. Perhaps marriage and a place of his own, even on relief, will put him on his feet. You never can tell. Maybe the answer for all these returned CCC boys is to set 'em up at housekeeping."

And all cheered up for the day by her own unreason, Miss Bailey tackled her morning mail.

Relief workers have learned these long hard months that you can't change family relationships with food tickets. They have seen family loyalty and solidarity that no amount of hardship could shake. And they have seen situations where not even the arrogant power of the food order could force people to behave toward each other in the way that even the loosest pattern of family life presupposes.

"If we made relief contingent on family love and devotion we'd be in a pretty mess," said a supervisor as competent as she is realistic. "We have to remember that these people are just run-of-the-mill human beings whose behavior is no better and no worse than among those whose family privacy has not been exposed by the accident of dependency. We have to forget ideals of human conduct and not try to set everything right with a food ticket. One of our workers came in a week or so ago burning up over a hard-boiled father and a cowed mother who refused to take back into the home their fifteen-year-old daughter whose mysterious illness had turned out, at the hospital, to be a seven-months baby, stillborn. Of course Chicago, any big city, would have had agencies to care for the girl and work out a plan for her. But we haven't any social furniture of that kind and the girl had literally no place to go.

"The worker was all for 'putting the law' on the father and

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for cutting off relief from the family until he relented. Now what good would that have done the girl? Can you imagine her life under such circumstances? Her one chance at this time was to be out from under her father's bitterness. As a matter of fact the law did give us a recourse. This girl was a dependent child and the county was legally required to provide for her. She was a county, not a relief, responsibility. Had she been older, beyond the legal age definition of a child, she would have been a relief case, entitled to treatment as an unattached woman. She's boarding down in the country somewhere now with a good deal more of a chance to come through her trouble than if we had tried to force her back into that embittered home by starving the family into submission."

Workers whose experience has been gained in the maelstrom of the last two years have learned, as their predepression colleagues learned long ago, that forcing the milk of human kindness only turns it sour.

"Our staff," says the head of a small-city relief department, "has learned to keep out of family fights but to watch for ways to protect the people most likely to be hurt. Often we find quite simple recourses in laws other than those on relief.

"We had a great to-do here one day when a Mrs. Johnson walked in with four scared little tads, all under ten, planked them on a bench, announced that she was all through and walked out again. They were her "steps," and she had four of her own about the same ages, by a first husband. Apparently she had been a fairish stepmother until the husband suddenly deserted and all her shock and anger was turned against his four children. She wouldn't keep them and no reason or persuasion would budge her. It was not a question of support —relief was doing that,—she just wouldn't have them around.

"Not so long ago the worker on that case would have been all for cutting off relief to discipline Mrs. Johnson. But now her concern was all for the children. 'Think how miserable she would make them even if we could force her to take them back! No, we have to find another way.' It didn't look so easy for there were no relatives and no institution. But after all these were simply motherless children with a deserting father, —plainly, under the law, county charges.

"But the county allowance for boarding dependent children was a joke and we couldn't bear to see those poor scared kids go into the kind of home county-care would mean. Now what we did is off the record for I know there is no rule for it and that it isn't done in the best circles. We arranged with one of our relief families, a couple that we knew and trusted, to board all four children. We put in a regular two-adult, four-children budget and the county put in the pittance that it could and everybody is getting along fine. The visitor sees the children every two weeks or so, and meantime we are scratching around to find the father. When we do we'll see what a little case work can do for his sense of responsibility."

Husbands who walk out on their responsibilities are not unique in any strata of society and the exercise of their privilege occurs no oftener among families on relief than on other economic levels. Their big trouble is that their relief status denies them any privacy in their escape.

"A husband on relief who merely deserts is not our problem," said the head of a city district whose long experience has made her richly tolerant of human foibles. "The family remains on relief with one adult less in the budget. The man has chosen to leave and economically there is nothing to be gained, for the family or for us, by trying to bring him back. It's when he turns up again that the headache begins.

"I remember a John Tilton who walked out on his family to the great relief of everyone, especially, no doubt, himself. Two months later a worker, lately transferred from the Tilton's district, came in goggle-eyed because she had come on the errant John living contentedly and quite without benefit of budget, in the home of a spritely widow with three children —on relief of course. 'They say they're cousins,' she reported, 'but I didn't think I'd better go into *that*. He swears he won't go back to his family. What can we do? He's just ready, as it is, to hit the road.'

"OF course we didn't have to do anything except to add one adult to the widow-lady's budget. Had the man been working he would have been obliged, under the law, to contribute to his family's support, but as he wasn't it was immaterial to us where he chose to eat his relief portion. Certainly it is better for everyone that he shouldn't 'go transient,' and at least we know where to find him when he gets a job and can support his family.

"A bigger problem to us is the man on a work-relief job who deserts, leaving his family to apply for home-relief. Of course he hasn't a chance to get away with it, for our records locate him immediately. We don't try to force him to live with his family, but so long as he is on work-relief he has to support it. His pay is calculated on the family budget and his family must get that pay less the amount represented by one adult. If he wants to he can live apart on his share, but that is practically impossible with budgets as tight as they are. If he refuses to support his family, either with or apart from it, his work-relief job ends, the family goes on home-relief and he becomes, so far as we are concerned, a resident homeless man, entitled to such treatment as the city offers—which I may add is nothing to leave home for. They usually go back—they grumble, but they go."

The long strain of unemployment and relief has, say the workers, put family relationships to tests that they would never have known but for the economic catastrophe. Ninety-nine times out of a hundred the tie holds fast and families pull together loyally. It is the hundredth case where the tie has been overstrained, that is, they say, the test of the worker's patience, of her ability to see the human components of a whole situation and of her discrimination in knowing when to keep hands off. "We've had plenty of opportunity to learn that outside force can never make a bad family relationship into a good one, and that given the conditions under which we must work, we had better keep out of situations which we cannot fully understand and about which, in any case, there is probably very little we could do."

ARTICLES in this series, intimate discussions of the day-to-day contacts of workers and their supervisors with the predicaments of families on relief, have appeared continuously in The Survey since March 1933. Sixteen of the articles are available in two pamphlets, Miss Bailey Says . . . , thirty cents each, postpaid from The Survey.

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THE COMMON WELFARE

Fair Fields—for Children

WITH the Lindbergh kidnapping again outstanding news it is someway comforting to know that, behind all the headlines, plans are moving forward to put the house of sorrow in Hopewell, N. J., to the service of childhood.

It will be recalled that last spring Colonel and Mrs. Lindbergh announced that their estate would be made over to a legal body, the High Fields Corporation, to be used, in ways to be determined, for the welfare of children. Six trustees were named: Colonel and Mrs. Lindbergh, Colonel Henry Breckenridge and James M. Phelen, attorneys, Dr. Abraham Flexner of the Institute for Advanced Study at Princeton, and Owen R. Lovejoy of the Children's Aid Society, New York. This board, with Dr. Flexner as chairman, Mr. Phelen as secretary and Mr. Lovejoy as treasurer, has been engaged with the counsel of specialists in developing a plan of activities and operation for High Fields, as the house will be known which will hold significance for childhood everywhere.

In now seems likely that within a few months at most the grey-stone house in the Jersey hills will enter on a new and happier chapter of its history.

"But 'Twas a Famous Victory"

AS the nation-wide textile strike ended, President Roosevelt created by executive order the Textile Labor Relations Board, recommended by the Winant board of inquiry. He named Judge Walter P. Stacy of North Carolina to head the new agency, with James A. Mullenbach of Chicago and Admiral Henry A. Wiley, retired, as members. The board is to serve as the arbitrator of all disputes in the far-flung textile industry. It will be independent of NRA, and accountable to the National Labor Relations Board, through which it will make quarterly and annual reports to the President.

Leaders of the United Textile Workers (AFL union) hailed the settlement as an overwhelming labor victory, which an analysis of the steps taken scarcely bears out. They ordered the strikers back to their jobs without waiting for acceptance by the employers. The employers have since accepted the strike settlement with some qualifications.

The chief demands of the striking workers were: recognition of the union, with reinstatement of all employes without discrimination because of union membership or strike activity; a 30-hour week; a minimum-wage range from $13 a week for the unskilled to $30 for the skilled; correction of "stretch-out" abuses.

Textile employers flatly refused to discuss the strike issues with the Winant board which, without committing itself on the justice of the workers' demands, recommended that thorough-going studies be made of textile wages and hours and of the "stretch-out." Under the old Cotton Textile National Industrial Labor Relations Board, part of the NRA set-up, labor complaints had been passed on to the code authority, the Cotton Textile Institute, an employers' body. The result was that of nearly a thousand "stretch-out" complaints submitted by workers, 100 percent were dismissed. Such complaints will now go to the new and independent board. In the matter of union recognition, the Winant report seems to have left things much as they were. It held that "Industry-wide collective bargaining is not now feasible or likely to be as effective as machinery now provided," and suggested that collective bargaining be confined to individual plants.

At this writing, the press reports growing discontent among the textile workers, particularly in the South, where those who attempt to return to their jobs, as bidden by the President and by their own leaders, find that strikers are not being taken back and that "no union members wanted" is still the rule.

Overhauling NRA

THE first two steps in the promised reorganization of NRA are announced as this issue goes to press. A board of six members will, on October 15, take the place of General Hugh S. Johnson as the administrative head of NRA. This body, to be known as the National Industrial Recovery Board, will be subordinate to and integrated with an Industrial Policy Committee. A third agency, the make-up of which has not been announced, is proposed by the President to serve as the judicial branch of this "government within a government."

The NIRB will carry out the day-to-day work of an administrative office. It is made up of two conservative industrialists, S. Clay Williams, former president of the Reynolds Tobacco Company, and Arthur D. Whiteside, president of Dun and Bradstreet, Inc.; two economists, Walton H. Hamilton of Yale, Leon C. Marshall of Johns Hopkins; and an outstanding labor leader, Sidney Hillman, president of the Amalgamated Clothing Workers. Leon Henderson, economic adviser, and Blackwell Smith, legal adviser, serve *ex officio*.

The policy committee, according to the executive order creating it, will concern itself with the fields of relief and public works, as well as labor disputes, industrial recovery, "together with the allied problems of agricultural recovery." It will "study and coordinate the handling of joint problems affecting these activities," and determine, with the President's approval, "the general policies of the administration of the NIRA." Donald Richberg is its director. Mr. Richberg, counsel for the railway-union executives before he was general counsel of the NRA, now becomes in effect chief of staff for the President in integrating the major factors entering into the New Deal.

Subterfuge for Reality

THAT New York, richest city in the world, should set out to raise funds for unemployment relief by a lottery, camouflaged as a Municipal Supplemental Relief Association, is fantastic. New York's finances are, frankly, a mess and repeated efforts to find funds to meet the city's share of the mounting costs of relief, have been blocked in one way or another. Mayor LaGuardia has said that relief must cease to be considered an emergency, met by continuous borrowing, and must become a budgeted item, figured into current tax bills. But, he adds ruefully, "No tax can possibly be popular." A three-point program was voted by the Municipal Assembly after threat by the administration that without new revenues, relief must stop forthwith—an exchange which cast fresh clouds of doubt and fear over the legions of desperate people whose very existence is dependent on it.

The three-point program was one of those politico-financial compromises of "mongrel taxation" which please no one, au-

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thorizing as it did a city income tax of 15 percent of amounts paid as federal income taxes, a general business tax of one tenth of 1 percent on gross receipts and a municipal lottery scheme. This last, its proponents hoped, would produce some $12 million after a sum almost as large had been paid as "salaries" to the "officers," their names pulled from a wheel, of the Municipal Supplemental Relief Association. To yield that amount about eleven million "memberships" at $2.50 would need to be sold, a large order even for New York's gambling spirit.

Should New York adopt this subterfuge it would be turning back the clock 113 years to the constitutional convention which outlawed the lottery for the practical reason that it had shown itself "one of the most pernicious modes of raising revenue." It would, as pointed out to Mayor LaGuardia by New York settlement workers, sanction "a favorite institution of those countries which accept wide-spread and continuous poverty as a permanent condition." It would shirk the realities of relief and its financing and would further weaken the city's credit. As the New York Times says: "A debtor is not likely to improve his standing with his creditors by offering as collateral for a loan his promise to sell chances in a tavern."

Indicted in Los Angeles

AT the urgence of social workers in various parts of the country certain of their colleagues, identified with such organizations as the American Association of Social Workers, Community Chests and Councils, Inc., American Public Welfare Association and the National Conference of Social Work, have taken cognizance of the freak indictment by a federal grand jury in Los Angeles of seven men associated with the California Emergency Relief Administration. Seeing in the indictment the hazard of a new form of political sniping upon professional social workers charged with responsibility for relief administration, they have formed a committee to follow the case and to raise a fund to ensure an adequate defense of the two nationally known executives, Pierce Williams, FERA field representative covering California, and Raymond C. Branion, State Emergency Relief administrator, who with five members of the CWA staff were indicted.

The jury failed to find graft or malfeasance but charges a preposterous conspiracy—that they

> did knowingly, wilfully, unlawfully, corruptly and feloniously conspire, combine, confederate, arrange and agree . . . to defraud the United States of America . . . by putting men to work on CWA projects . . . without any adequate preparation of the projects . . . and at and upon which no tools had been prepared or placed . . . and no necessary materials were at hand . . . and that they would cause the said men to be and remain for many days . . . without tools, without materials and in idleness.

The document lists fifteen projects by which, for the lack of tools, the United States allegedly suffered "loss and detriment" to the total "of about the sum of $500,000," paid as wages "for services, work and labor that never were performed." The specific dates at which this "loss and detriment" were suffered were, it should be noted, coincident with the early days of CWA when high pressure to get projects going came up everywhere against local shortages of equipment.

Six of the defendants, residents of California, accepted summonses, appeared in the US District Court in Los Angeles. Trial was set for September 25, postponed later to November 13. Mr. Williams, being at the time of his indictment absent from the state on official FERA business, was not served a summons or other papers, but in September voluntarily appeared in court with counsel and filed a bond for his appearance when the case comes to trial. Allen Johnstone and Walter Wilbur, members of the South Carolina bar, and Robert W. Kelso of the Massachusetts bar, have withdrawn from the FERA staff in Washington in order to serve as volunteer counsel for Mr. Williams, who has been one of the outstanding regional supervisors in the federal-relief setup. Mr. Branion, a Californian, is represented by Los Angeles attorneys.

The national defense committee of social workers, which will have some thirty members, is still, as this is written, in process of organization with Robert P. Lane, director of the New York Welfare Council, as chairman, to whom contributions may be sent. Among its members will be C. M. Bookman of Cincinnati, Frank Bane of Chicago, Dorothy Kahn of Philadelphia, Howard R. Knight of Columbus and the Rev. Robert F. Keegan, Allen T. Burns, Linton Swift, Walter West and Paul Kellogg of New York.

Hazardous Occupation

"HELD in Kidnapping Case—Philadelphia Social Worker Accused of Violation of the Lindbergh Act" burgeoned the big black type, and a headline-minded public, none too steady-nerved in such matters, wondered, "What next!" A week later came another headline, inconspicuous this time, "Kidnap Charges Dropped." Behind all this lay a story of what can happen to a social worker who strays into the path of simple human kindness.

The facts were these. Evelyn T. Cavin, for seventeen years the executive of the Mothers' Assistance Fund of Philadelphia County, took with her for a two weeks' outing at her seaside cottage in New Jersey, a little girl of six years whose mother, formerly Miss Cavin's housekeeper, had besought her interest in the child when she herself was committed to a psychiatric hospital. The child, against the protest of a hitherto detached grandmother, resident in New York, was committed by the juvenile court to the care of the county poor-board, and it was with the consent of this board that Miss Cavin out of the goodness of her heart, took her to the seashore.

Then, descending on Miss Cavin's peaceful abode, came —the righteous grandmother, armed police dangling handcuffs, an Atlantic City magistrate bristling over "this insult to the State of New Jersey," and, finally, the burgeoning headlines. But for a technicality Miss Cavin would have spent a week-end in the Atlantic City jail. As it was she was obliged to appear in court and give bail for her appearance before a grand jury.

Of course the whole ridiculous business was quashed but at what cost of time and money to Miss Cavin the record does not show. Truly a hazardous occupation.

How Right the Balances?

FOR the country as a whole and all kinds of hospitals, a vast increase in hospital beds during the past decade has just about kept even with the use of them, according to facts laid before the late September meeting of the American Hospital Association in Philadelphia. Through these years, however, the balance of use has swung away from voluntary to public hospitals. Though public hospitals have added more than 100,000 beds since 1929—in contrast to less than 6000 added in the voluntary hospitals—this year finds them jammed, sometimes to 125 percent of a rated capacity. The voluntary hospitals are running nearly half empty, struggling

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with a heavy loss in contributions and in income from patients which no economy can compensate. Help from governmental sources is available to them in less than a dozen states, and on that, as a matter of long-range policy, opinion is mixed.

The committee reporting this plight to the Association offers four main recommendations: more flexible arrangements for the care of indigents in non-governmental institutions on payment from public funds of a per diem charge to cover costs of service; much greater use of the insurance principle and plans for group payment, which have made rapid headway during the past year (see Survey Graphic, April 1934, page 163; Survey Midmonthly, May 1934, page 164); no increase in general hospital provisions at the present time except where local need is unmistakable; greater efforts to acquaint the public with the importance of the voluntary hospitals and their need for support by tax funds and gifts.

Group-payment plans, already proven so successful in England and in some American communities, promise substantial help to the voluntary hospitals and to people who have jobs and foresight. For the jobless the question is more complicated. The Steering Committee of the Division on Government and Social Work of the American Association of Social Workers have affirmed a belief that hospital care should be included in a rounded program of unemployment relief. With a statement by one member dissenting on some points, they oppose public payment for private facilities by lump-sum subsidies and query whether, in the interests of economy and efficiency, government might not better develop public services where public funds must be used to purchase the major part of the facilities of a given institution for an extended period.

The hospitals' dilemma throws into sharp relief the chaos in medical payments that existed in 1929 and has deepened in hard times. For most of us at all times the uneven, haphazard and unpredictable costs of sickness threaten disaster. Voluntary insurance against hospital bills can cover an important share of the risk for the hospital and for those who have jobs and prudence. It deserves the enthusiasm which it has aroused. Yet it must be borne in mind that it does not provide for the incomeless and leaves still untouched other large areas of risk for those who have jobs. As most of it is set up it does not protect payment for the hard-pressed professions and often does not include hospital bills for workers' families.

The hospital paradox underscores the hope that we must feel as social workers, potential patients, or members of the professions concerned with medical services: that the forthcoming report of the President's Committee on Economic Security will embody comprehensive planning for the great insecurity of medical costs which besets almost all of us.

New York Advertises Milk

DREAMS of health workers leapt into actuality a few weeks ago when the state of New York entered the advertising columns of daily newspapers to advocate milk-drinking as a matter of health. Economic urgency in a great milk-producing state has a common cause with the longstanding aims of nutritionists. The difficulties of coordinating the right and the left hand, however, are suggested in an almost synchronous headline in the news' columns, Retail Food Prices Highest in 3 Years. We have largely solved in this country the scientific and administrative problems of a safe and copious supply of our most important food. Remembering the figures turned up last spring by settlement surveys in New York City, showing the pitiful eagerness of parents for milk for their children, we must meet the challenge to ingenuity still before the state and its people—to cut the spread between farmers who need to sell and people who need to buy. Half a million dollars is going into this advertising campaign; yet neither the city, the state or the national government has put a tenth of that sum into studying distribution costs in New York and how they might be cut down.

"Say It With Shovels"

PROPONENTS of public housing find much encouragement in the recent decision of the United States District Court at Cleveland that acquisition of land for low-cost housing is acquisition for public use, and in the promise from Washington that before January 1, 1935 construction will start on two projects in Atlanta, three in Cleveland, and one each in Cincinnati, Indianapolis, Montgomery, Louisville and Milwaukee, to say nothing of New York City developments.

A year ago $25 million of the $125 million at the disposal of the Public Works Emergency Housing Corporation was earmarked for New York City—but this was a far cry from actually "making the dirt fly." A month ago, however, Mayor LaGuardia accepted Secretary Ickes' plan of a federal-city partnership, so that New York's desire to secure better housing at reasonable costs in the face of many existing obstacles now promises to be realized. In this partnership the PWA and the Municipal Housing Authority will exercise joint supervision and control of all matters in connection with the establishment of housing projects.

Essential points in the plan are: the federal government to acquire the land necessary for projects, leasing it to the Municipal Housing Authority; and to advance loans to the Authority for "project improvements" until the Authority is able and desirous of assuming full financial responsibility and control; the city to put into projects as equity various assets such as city-owned property and to maintain adequate schools, sewers and ordinary municipal services; the city to advance cash to cover minimum administrative costs of the Housing Authority and to make certain tax exemptions.

The successful culmination of the New York negotiations indicates the importance of a well-organized local housing authority and gives added emphasis to Secretary Ickes' recent statement to the Public Housing Conference:

> Eventually responsibility for promoting, crystallizing, constructing and managing housing projects should be so decentralized that municipalities will assume complete charge.

Goodbye, Eva Booth

EARLY last month New York gave a stentorian official welcome to Evangeline Booth, home-coming from London and her election as general of the Salvation Army. Next month it will bid her farewell as she goes back to London to the new responsibilities which will make her peculiarly a citizen of the world. For thirty years this daughter and veritable chip of the old block of William Booth, The Founder, has called this country home. Under her executive skill and indomitable leadership the Salvation Army in America has reached new caliber as a social and religious force. That leadership will now extend over the Army in eighty countries throughout the world with some 25,000 officers and uncounted "soldiers of blood and fire."

A host of citizens from every walk of American life will join in the "God bless you" which will surely be the last words General Booth will hear when she sails away from the country to which she has given much.

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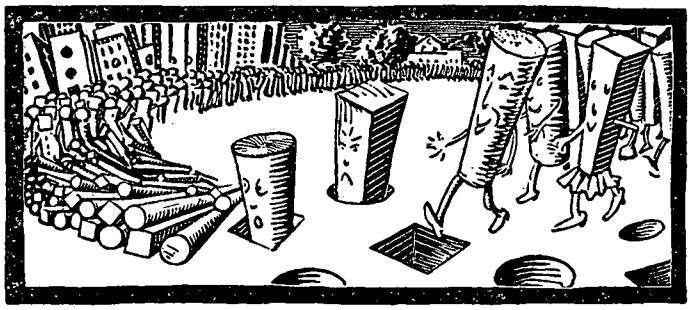

SOCIAL PRACTICE

Facts About Food Budgets

IF thirty-one American cities want to know the scientific, unvarnished truth about the adequacy of their relief allowances they will run—not walk—to the nearest twenty-five-cent piece and send it to the Heller Committee for Research in Social Economics, University of California, Berkeley, for its study, Standards of Relief in Selected Cities of the United States. Of the 31 food budgets analyzed 17 were found to be adequate, 8 inadequate and 6 borderline. The study also covers, though in less detail, budgets for clothing, rent, home operation and various other items.

Another recent Heller Committee publication (25 cents) is, Nutritive Value of Foods Purchased by Dependent Families, by Ruth Okey and Mary Gorringe Luck, a study of unrestricted grocery orders of 233 families on relief in Alameda County, California, with the conclusion that:

> When an average American family (if such a thing exists) receives an unrestricted grocery order barely large enough to purchase an adequate carefully planned food allowance, the foods chosen cannot be expected to fulfill all the requirements of the normal diet.

Quick Training

AMONG the universities and colleges that have come to the aid of the relief organizations with intensive courses for emergency workers is the University of Utah which has published its syllabus, complete with outlines, abstracts, reading-lists and so on, in a stout mimeographed volume ($1.75 from the University Bookstore, Salt Lake City) which ought to be worth its price to relief administrators struggling with the organization of such courses. The syllabus was prepared by the Department of Sociology and Social Technology, Arthur W. Beeley, chairman. Associated with Mr. Beeley, who served as editor, were Hugo B. Anderson, Hazel M. Peterson and Kate Williams. It outlines in full an eighteen-day course with abstracts of 15 lectures on the general field of social work, 15 on social case work, 5 on the administration of relief in the state and 5 on community organization and resources. Five symposiums or panel discussions and thirty hours of supervised field work are included in the course.

Law and Reality

ALTHOUGH eleven states were added in 1933 to the roll of those with provision for old-age pensions the facts of the present situation in regard to old-age assistance bring small comfort to those realists who hold that a pension law is not much good unless it is made to work. Florence E. Parker, of the US Bureau of Labor Statistics, reporting in a recent issue of the Monthly Labor Review a recent study of old-age pension experience, notes two evident but opposite tendencies; one toward expansion of old-age pension systems by state legislatures and the other toward contraction of the actual operation of such systems.

In only one of the new pension states, Arizona, did payments actually begin during 1933 and at the end of that year pensions were being paid only in sixteen states and Alaska—though twenty-seven states and two territories had pension laws on their statute books. In Kentucky, which has had a law since 1926, not a county was paying allowances during 1933. As a matter of fact about 73 percent of the 115,547 pensioners the country over, and some 87 percent of the $25,950,240 expenditure for allowances were found in three states, California, Massachusetts and New York where mandatory laws are in effect. With county finances generally at a low ebb, permissive laws seem to be little more than gestures.

But while the pension principle continues to gain acceptance by states the actual number of beneficiaries in most pension-paying states is being held stationary or even restricted and the average monthly pension is shrinking. In six states it was in 1933 less than $10. Shortage of funds has, says Miss Parker, led in many jurisdictions to:

> sharply curtailed benefits and refusal to take on new pensioners, even the discontinuance of the system altogether until times improve. . . . In certain other jurisdictions where the pension system has only a definite yearly amount for its support the result has been to crystallize the plan and to build up a waiting-list as large as or larger than the number of actual beneficiaries.

Play for Recovery

OVER a hundred white-collar men and women had employment and some ten thousand children and many adults had a good time during the past summer as a result of the organization of the Springfield, Mass., playground project financed jointly by the city and the FERA, the latter paying salaries and the former providing a minimum of equipment.

Twenty-seven new playgrounds located on city-owned or city-leased property were opened and staffed with workers selected from relief applicants for their special ability, experience and need who were given a week's training at Springfield College in playground technique and management. Each of five districts in the city had a supervisor and each playground a director. Specialists visited the dif-

Studies from the South

CHARLOTTESVILLE: A STUDY OF NEGRO LIFE AND PERSONALITY, *by Helen Camp deCorse. Published by the University of Virginia. 102 pp.*

A THOROUGHLY readable and interesting account of the human beings the author found when she penetrated into the disorganized and low economic strata of Negro society.

BRIEF HISTORY OF THE CARE OF THE UNDER-PRIVILEGED CHILD IN NORTH CAROLINA. *Published by the North Carolina State Board of Charities and Public Welfare, Raleigh, N. C. 76 pp.*

PREPARED largely for public consumption in the effort to gain public understanding of a program of individualized care for children. Brings together valuable historical data.

THE PUBLIC WELFARE FUNCTION OF GOVERNMENT IN VIRGINIA, *by Arthur W. James. Issued by the Virginia State Department of Public Welfare, Richmond, as a twentieth anniversary bulletin. 88 pp.*

A HISTORY of three centuries of "earnest wrestling" with social ills, an outline of the system that has evolved and a statement of aims and policies.

NEGRO LIFE IN RURAL VIRGINIA, 1865–1934, *by William Edward Garnett and John Malcus Ellison. Published by the Agricultural Experiment Station of the Virginia Polytechnic Institute, Blackbury. 59 pp.*

A FACTUAL study of trends in population, and social and economic standards coming out with the conclusion that "the Negro can no longer be used as an alibi for many backward and discreditable conditions in the state which are so frequently laid at his door."

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ferent playgrounds in rotation, but much of the time the children carried on under self-appointed leaders.

The keynote of the project was teamplay. For instance, while the children themselves contrived much of the equipment from odds and ends of material, neighborhood groups helped to level the land, install water facilities, build outdoor fireplaces and so on. The significance of the project, its sponsors emphasize, is in its recognition that new fields of employment must be developed if emergency-relief work is to be of any real value and that the field of leisure-time activities offers one of the most promising openings.

The Taxpayer Is Shown

THE "Come and See" means of interpreting social work to the public, common among private agencies, has been used to good purpose by the Department of Public Welfare of Jamestown, N. Y., even though the wares it put on display were the undramatic ones of office organization and methods. The Board held three open-house evenings in its headquarters in an old state armory building, the first for members of the city administration, the second for professional and business organizations and for other social agencies and the third for the general public. "Relief is the city's biggest business," said the invitation, "Come and see how it is conducted."

Each caller was given a mimeographed guide to the building with succinct facts about each activity while members of the staff escorted little groups around, explaining and answering questions. Let no one suppose that this was dull. On the contrary, says Eleanor J. Corcilius, case supervisor:

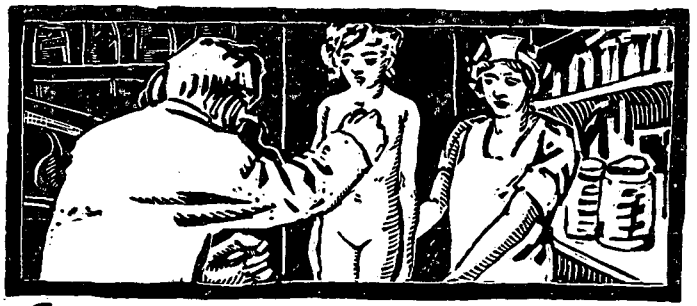
> Everyone who came found something or other to interest him. Business men beamed at our charts and statistical reports; insurance men lingered in the insurance-adjustment division; everyone to the humblest taxpayer, was interested in such tangible things as our shoe-repair shop. We have abundant evidence that as a result of our three parties the community has a clear impression of a straightforward, open public-welfare organization serving both taxpayers and dependents. As a by-product we have noted among the staff a better understanding of the functioning of the various divisions of the department and hence better team-work.

Probation in New Jersey

FAR from satisfying is the picture of the probation situation in New Jersey presented by the recently completed study conducted by Professors William S. Carpenter and Paul T. Stafford of Princeton University in cooperation with the probation officials of the twenty-one counties of the state. As it stands, with probation officers appointed by judges of the courts of common pleas, each county has what amounts to a system of its own with little or no correlation between them. The present report strongly urges a unified, state-supervised system, its direction either in or out of the Department of Institutions and Agencies, and the participation of judges of the juvenile and domestic relations court in the appointment of probation officers,—both changes admittedly difficult to achieve under the present political set-up. Among other recommendations are; a wider use of probation in rural counties, a full-time probation officer in each county, more extensive pre-sentence and home investigations, better methods of record-keeping and more cooperation with other social agencies.

THE National League of Women Voters, 726 Jackson Place, Washington, D. C., has prepared a revision, by Edith Rockwood, of its comprehensive memorandum on federal, state and local relief which brings up to date both history and problems to be faced. 15 cents.

VOLUNTEERS and laymen, not to mention professional social workers, will find a mine of material invaluable in the interpretation of the work of character-building agencies, in a series of three pamphlets prepared under the wing of the United Educational Program of the National Council of Social Work and distributed by Community Chests and Councils, Inc., 420 Lexington avenue, New York. Twenty-five cents for the three.



HEALTH

First Year of FERA No. 7

THAT the first year's work under FERA No. 7 made a good start toward establishment of a permanent medical-aid program is the conclusion of a study recently published by the American Public Welfare Association, 850 E. 58 St., Chicago. (Medical Care for the Unemployed and their Families. Data compiled by Miriam Simons Leuck.) Despite the spotty and sometimes meager use made by local communities under the federal provisions, disclosed by a survey made by the Association in cooperation with the Julius Rosenwald Fund (see Survey Midmonthly, August 1934, p. 262: Medical Care on Relief Funds) the Association finds wide and effective education of communities in their responsibility to care for the sick poor and to pay the medical, dental and nursing professions for that care. Any permanent program, the Association believes, must make allowances in procedure for the widely varying resources and demands in various sections of the country. More adequate statistics are needed. Lack of money, facilities and trained personnel and difficulties in adjusting relationships with the medical professions and local public-health services have been drawbacks of the first year. Among its lessons are the discovery that to be successful the medical-aid program must have effective local supervision and control of costs, that hospitalization must be provided for in the future and greater provision made for care of chronic illnesses and for special services.

Minneapolis Cares for Convalescents

TO make room for more urgent cases at the Minneapolis General Hospital, a separate building formerly used for chronic bed cases was pressed into service for convalescents not yet ready to return to their own homes. During the past year, however, pressure became so great that still other facilities had to be found. Boarding-homes with rates as low as $15 a month have been drawn into service. These homes must be licensed by the Board of Health. If patients or relatives are unable to pay, the Department of Public Relief and private relief agencies pay at the rate of $15, $18 or $20, according to nursing care or special diets. Three or four patients are placed in a room in the boarding-homes. Check on sanitary and social conditions is maintained by the Board of Health inspection and supervisory visits from the relief agencies and the social-service department of the Minneapolis General Hospital. Boarding-homes for children who cannot receive proper care at home are selected through the cooperation of the children's societies.

Follow-up medical service is provided for patients both in their own homes and in the boarding-homes by city physicians, who are doctors in training at the General Hospital. They may be called by the head of the rest home, the patient or his family, visiting nurse or social worker. Medicines, dressings and appliances are sent out from the hospital, and transportation to and from the clinic is provided when necessary. Special diets are worked out by the hospital dietitian and financed by the relief agencies. Through a CWA project, continued as a permanent service by the Visiting Nurses Association, nutrition workers are sent to help patients in working out their diets.

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"The rapidity with which we have been able to discharge patients to rest homes or their own homes is due to the ever-increasing co-operation and understanding of the outside agencies," writes Mary S. Gold, case supervisor of the social-service department of the General Hospital. "Much of this work has been done by telephone and verified by later correspondence. A most helpful feature was the delegating of one worker in the Department of Public Relief to take charge of rest-home cases."

Death's Inequalities

"TO whet the appetite of those to whom such figures may have value" and lead to their inclusion in the next federal census the National Tuberculosis Association has published a compilation, Death Rates by Occupation, analyzing census data for 1930 in ten states (edited by Jessamine Whitney. Price $1 of the Association, 50 W. 50 St., New York City.) Startling differences emerge. Standardized for age, deathrates from all causes among employed men aged 15–64 vary from lows of 6.21 for agricultural workers and 7 for professional men to 17.26 for unskilled factory and building-construction laborers. The deathrate from tuberculosis of the respiratory system for cooks, waiters and other servant classes is nearly seven times that for lawyers, physicians and engineers. An intelligent program for industrial hygiene, the report points out, as well as the general program among the gainfully employed, their families and the public must hang on such facts as these, showing who face the greatest danger and what danger is greatest.

Pertinent Publications

A STUDY OF SCHOOL HEALTH STANDARDS, *by Anette M. Phelan. American Public Health Association, 50 W. 50 St., New York City. 247 pp. Cloth, price $2.50.*

A DETAILED review of literature on school health, acceptance of school-health standards, and an examination of standards for lay and professional workers, hygiene of the school plant.

THE SOCIAL ADJUSTMENT OF THE TUBERCULOUS, *by Beulah Weldon Burhoe. National Tuberculosis Association, 50 W. 50 St., New York City. 55 pp. Price 50 cents.*

MRS. BURHOE, rehabilitation secretary of the NTA, here presents the results of careful study and investigation in chapters on early projects and present facilities outside sanatoria for aid to "san grads," employment, occupational therapy and adult education in sanatoria, and the educational and vocational status of sanatorium patients. "The actual cruel fact is that nowhere, not even on paper, has there been developed an adequate scheme for the rehabilitation of the tuberculous" though here are described the beginnings of hopeful experiments.

JIMMY CHEW, *by Harrison W. Ferguson, D.D.S. Good Teeth Council for Children, 400 N. Michigan Boulevard, Chicago, Ill. On request.*

BASED on the puppet show at the official dentistry exhibit at the Century of Progress exposition, this booklet, approved by educators for the elementary grades, combines lively text with line drawings to be colored.

THE WELFARE OF THE TEACHER, *by James Frederick Rogers, M.D. Bulletin 1934, No. 4, Office of Education, US Department of the Interior. 69 pp. Price 10 cents, Superintendent of Documents, Washington, D. C.*

HEALTH services, practices and policies provided for teachers in American cities, large and small.

INSTRUCTIONS IN THE EFFECTS OF ALCOHOL AND TOBACCO, *by James Frederick Rogers, M.D. Leaflet No. 38, Office of Education, US Department of the Interior. 8 pp. Price 5 cents of the Superintendent of Documents, Washington, D. C.*

LEGAL requirements and policies in various states, with a list of sources and references.

GROUP BUDGETING FOR HOSPITAL CARE, *by C. Rufus Rorem. American Hospital Association, 18 E. Division St., Chicago, Ill. 29 pp.*

How to organize a plan for group hospitalization.

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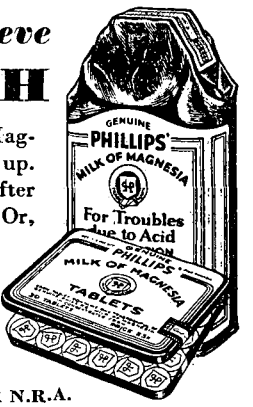

PHILLIPS' MILK of MAGNESIA
MEMBER N.R.A.

A PROGRAM of nursing education, with sequences for teachers, supervisors and administrators in nursing-schools as the first step, is being planned at the University of Chicago. Nellie X. Hawkinson has been appointed professor of nursing-education.

THE Association of Women in Public Health is offering a service to assist schools, colleges, public libraries, boards of health, nursing associations and others interested in health education. Authoritative health information, cast in question and answer form, is offered as the first instalment of a continuing annual service, with semi-annual revisions. The cost is $5 a year. For further information address The Health Knowmeter Committee, Department of Public Health, 100 Nashua St., Boston, Mass.

FOLLOWING prolonged studies, the New York City Department of Health has shortened the isolation period of uncomplicated cases of scarlet fever from 30 to 21 days. Among other benefits the change is expected to mean a saving of from $150,000 to $300,000 a year to the city in the cost of caring for scarlet-fever patients in city hospitals.

THE National Health Council (50 W. 50 St., New York City) and the American Medical Association are sponsoring jointly an intensive campaign for the prevention of congenital syphilis. While the National Health Council will address itself more particularly to the education of the general public and promotion of cooperative relationships between medical and public-health agencies, it is expected that all organizations interested in child health and welfare will give active support.

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EDUCATION

Emergency Education

BASED on last winter's experience, a broadened Emergency Education program is being put into operation this fall, financed with FERA funds and directed by public-school authorities (see Survey Graphic, September, page 415.) Five types of projects are included: literacy classes for adults unable to read and write English; vocational training "for unemployed adults who are in need of vocational training or adjustment to make them employable," in trade or industrial skills, home economics, agriculture, commercial subjects; vocational rehabilitation for the physically handicapped; general adult education; nursery schools. General adult education covers opportunities in workers' education, parent education, hobbies and handcrafts, academic education, cultural education, "general informal education." FERA believes that Emergency Education will provide employment for 40,000 persons as teachers, selected on the basis of need, by the relief administration. From those certified as eligible, school authorities will choose teachers on the basis of their fitness to carry on the various projects. During the past summer thirteen centers gave special training to supervisors for the five divisions of the Emergency Education program. As the work is highly specialized, Harry L. Hopkins, FERA Administrator, ruled that supervisors need not be eligible for relief. The methods of supervision are flexible. Some states have been divided into regions, with a regional supervisor responsible for the entire program in that area. In other states, supervisors have been chosen for their excellence in designated fields, and have state-wide charge of the division of the program to which they are assigned. The program is expected to reach two million people whose educational needs are not otherwise covered by state public-school systems.

Schools for Apprentices

THE recent appointment by the secretary of labor of a federal committee on apprentice training under NRA codes, and the responsibility placed upon the public schools for cooperating with industry in providing this type of training where needed lends interest to reports on apprenticeship training policies followed in other countries.

In Germany trade schools, chiefly sponsored by guilds, are the principal source of training for artisans. However, certain large industries—iron, machine, chemical, optical goods, textiles, instruments—maintain plant-owned schools approved by the government. Employers are required to allow their workers time for instruction supplementary to their occupations in trade and continuation schools. Under the law, German employers are permitted to engage only the number of apprentices the authorities feel they can adequately train.

In France where, up to the time of the War, workers received occupational training through apprenticeship programs carried on by employers, public schools are now being used for this purpose. A special apprenticeship tax upon employers defrays in large part the cost of the training.

Detailed reports on apprenticeship in England, France and Germany are contained in vocational education bulletin No. 176, just issued by the US Office of Education (Superintendent of Documents, Washington. Price, 5 cents.)

Movies and Morals

HOW movies affect the moral standards of school children was shown in an experiment described to the New York meeting of the American Psychological Association by Dr. Vernon Jones. Three public-school classes of seventh grade children took part in the experiment. Half the 140 children were taken to see four films: The Champ, Fast Companions, Abraham Lincoln, Tom Brown of Culver. A questionnaire test, designed to reveal the attitudes of the children, was given the two groups both before and after seeing the films and again six months later. Changes in the direction of lower standards appeared more frequently than those in the direction of higher standards. "For example," Dr. Jones stated, "In Tom Brown of Culver the hero did many praiseworthy things, but he was notably lacking in courtesy and agreeableness. On the test following the picture, we find the importance of courtesy and agreeableness to have decreased." In three out of five items, the change of attitude caused by the film was completely lost within six months. The changes that were most frequently maintained were those in the direction of laxer standards.

Wisconsin Plays

MORE than 300 Wisconsin communities were served by the State University's bureau of dramatic activities, according to a report for the past year by Ethel T. Rockwell, director. About 23,500 plays and books were sent to residents of the state. The bureau staged six plays and pageants; thirty-one plays were produced by the Wisconsin Drama Guild, sponsored by the bureau; four dramatic institutes were held; nine short-course classes and

New Pamphlets

GETTING ACQUAINTED WITH YOUR CHILDREN, *by James W. Howard, M.D. Leisure League of America, Inc., 30 Rockefeller Plaza, New York. Price, 25 cents.*

A VERY simple discussion of child-training, based on common-sense principles and illustrated with many "case stories."

DENTISTRY AS A PROFESSION. *Institute of Women's Professional Relations. Woman's College of the University of North Carolina, Greensboro, N. C. Price, 15 cents.*

A BRIEF summary of a much longer study published last winter, which gives information on training, specialties, earnings, and so on. Admirable vocational guidance material.

RADIO AS A CULTURAL AGENCY, *edited by Tracy F. Tyler. National Committee on Education by Radio, Washington.*

THE proceedings of the conference held in May include a wide range of information in the field.

SUMMARY OF THE NATIONAL SURVEY OF EDUCATION, *by Leonard V. Koos and staff. Bulletin No. 17, Superintendent of Documents, Washington. Price, 25 cents.*

HERE are the high lights of the highschool survey, the detailed findings of which have been published in 27 monographs.

PHOTOPLAY APPRECIATION IN AMERICAN HIGHSCHOOLS, *by William Lewin. National Council of Teachers of English. Price, $1.*

THE possibility of "determining what are the good photoplays and shaping the trend of public taste in photoplays" is discussed on the basis of a classroom experiment carried out by highschool English teachers in a number of widely scattered cities and towns.

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one full-semester class were held. A major activity during the year was the supervision by the bureau of a CWA recreation project. Adult leadership training was carried on in all parts of the state by fifteen supervisors in drama, music, social games and group dancing. The "little theaters" in Wisconsin now number more than sixty. Miss Rockwell feels that they are of particular value in a time of reduced income, since they provide not only opportunity for training and practice in writing and producing plays but also "wholesome, inexpensive recreation and entertainment."

USING as its central theme "the role of government in our economic life," the second Summer Institute for Social Progress at Wellesley College was focused on the clash between old ideas of government control and new economic institutions, and on "an American plan of control." For two weeks the hundred and fifty institute members making up this lively experiment in intensive adult education sought to thresh out together these urgent current problems. The plan of the institute followed last year's scheme—a morning lecture followed by small discussion groups, and afternoon round-tables on related subjects.

IN a competition announced last spring for educational material to be used in the schools, emphasizing the idea of international peace, the prize offered by the Women's International League for Peace and Freedom (Pennsylvania Branch) was awarded to Lydia Winkler, critic teacher in Ohio State College. Using Miss Winkler's material, the league has prepared a collection of material for use in teaching international goodwill in the upper elementary grades (1924 Chestnut Street, Philadelphia. Price 80 cents.)

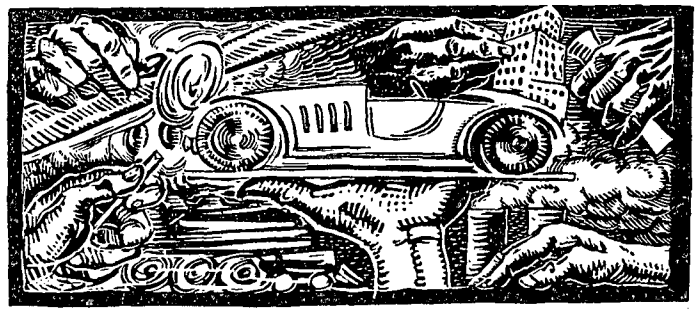
MORE than half the public-school construction in the United States is being financed through PWA, Administrator Harold L. Ickes recently announced. Through the middle of August, PWA had allotted nearly $134 million for 1071 educational buildings in all parts of the country.

THE Windsor Quarterly, a national literary magazine, will this year be published by Commonwealth College, Mena, Ark. The two editors, Frederick B. Maxham and Irene Merrill, have been added to the staff of this cooperative labor college.

THE fourth annual assembly of the National Advisory Council on Radio in Education will be held in Chicago this month. Private versus government control of radio will be one of the main topics of discussion.

WITH microphones installed in classrooms and assembly halls, New York City public-school children will go "on the air" this month in the first of a series of school broadcasts. The series, the superintendent of schools states, has a three-fold purpose: to familiarize the general public with school activities, to improve standards of radio presentation, and to discover new talent along musical, dramatic and literary lines. Actual classroom happenings will be reproduced in dramatized form. In addition to musical and oratorical demonstrations, there will be descriptions of laboratory experiments and adventures in nature study.

STUDY of trade practices in the motion-picture industry which exhibitors blame for the undesirable films often shown in neighborhood movie houses is promised by the Motion Picture Research Council (366 Madison Avenue, New York.) The council announces the organization of a research committee headed by Wesley C. Mitchell of Columbia "to secure authoritative statements on these trade practices" including the much-criticised "block-booking." The study will be made by Arthur Butler Graham, under the direction of the committee.



INDUSTRY

Milestones for Labor

TWO decisions by the vigorous National Labor Relations Board loom as important precedents for organized labor in this country, and are repeatedly cited by labor leaders. In the Houde case, as the news' writers now term it, the board ruled that when a majority of the employes of any plant vote for one form of organization to represent them, that organization shall be recognized as the collective-bargaining medium for all employes in the plant. The National Association of Manufacturers has advised employers to disregard this interpretation of Section 7a in the case of the Houde Engineering Corporation of Niagara Falls, N. Y. until it is passed upon "by competent judicial authority."

In the case of the Tamaqua Underwear Company, the board's ruling made it clear that the employes must be genuinely free in their organization. The company had attempted to enter into a "closed-shop" agreement with the company union, and when 61 employes refused to join the company union, they were locked out. The board ordered the reinstatement of these workers because the union in question was guided by employes in a supervisory or executive capacity; because the employer fostered the growth of the union by advising his workers to affiliate with it; because the plant was offered the workers for company-union meetings and the office equipment for certain "typing" and so on.

A third important precedent is that established in the case of the Edward F. Caldwell Company of New York and a local of the Lighting Equipment Workers. This decision provides that strike breakers must be discharged to reinstate striking employes where the strike was called because of the refusal of the company to bargain collectively with its workers.

A Call to Conference

A NATIONAL Congress for Unemployment and Social Insurance to be held in Washington January 5, 6 and 7, as the 74th Congress convenes is the plan of a provisional organizing committee, of which Mary van Kleeck, director of industrial studies of the Russell Sage Foundation, is the head. As this issue goes to press, a meeting of the provisional committee is being held in Chicago to draft the call to the meeting and give final consideration to "proposals for developing the campaign to organize the congress." The call will be signed by Miss van Kleeck, Herbert Benjamin of the National Unemployment Council, and T. Arnold Hill of the National Urban League. The congress will urge a social-insurance system "designed to ensure the masses against any lowering of their living standards." The four points emphasized in a preliminary draft of the call are:

Compensation must be equal to the average wages which workers could earn if permitted to work in their normal occupation and localities.

Such compensation can and must be provided by and only at the expense of the government and the employers. No contribution in any form should be levied upon workers and other low-income groups.

All workers, regardless of occupation, race, sex, nationality, re-

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ligious or political belief must be assured such compensation for all time lost because of unemployment, old-age, industrial accident or sickness, and maternity.

Representatives directly elected by the workers should administer the social-insurance system so that it would be operated in accordance with their conditions, interests and needs.

The organizing committee hopes to bring together at the Washington meeting "all who favor the establishment of a federal system of unemployment and social insurance, for joint and full consideration of all plans and proposals."

Southern Labor Laws

WITH all eyes fixed on the South as the center of labor unrest, the National Consumers' League publishes a timely analysis of the labor laws of 12 southern states, arranged in chart form for ready reference (156 Fifth Avenue, New York. Price, 15 cents. Rates for quantity orders.) The study, largely the work of students in the department of economics of Sweet Briar College, Va., was made under the direction of Prof. Gladys Boone. In an introduction, Professor Boone points out:

It is practically futile to put labor laws on statute books unless an adequately staffed and financed department of labor is prepared to enforce them. There is great variation in the set-up and appropriations of labor departments in the South. . . . Virginia, for instance, with 223,000 employes in manufacturing and mechanical industries, has a Department of Labor and Industry which in 1933 had an appropriation of approximately $42,700. . . . Alabama, with 186,000 industrial employes has no department of labor. . . . In Florida there is only one inspector for child labor and no department of labor. . . .

There are charts, each very clear and complete, for state departments of labor, child-labor laws, limitation of hours and night work for women, workmen's compensation, provisions for health, sanitation and safety.

Farm Labor Organizes

UNION organization and the use of the strike as a weapon are spreading from industrial to agricultural areas. In Hardin County, Ohio, all the members of the first union of agricultural workers to be affiliated with the American Federation of Labor have been on strike since June. The workers involved are employes of the Onion Growers' Association which farms the Scioto Marsh, seventy square miles of rich truck land. Though the depression has hardly affected the price of onions ($1.45 per hundred pounds in 1933 as compared with $1.50 in 1929) wages have been cut from 25 cents an hour to 12 cents or less. All the members of the families work, young children keeping at it in the fields with adults for the ten- to twelve-hour day. The families are housed in unheated shacks, most of which leak and many of which have no windows. By way of rent, each worker must in addition to his work in the field, cultivate a "share crop" patch of onions around his shack. His crop is marketed by his employer and from his share of the profits various charges are deducted including a fee for preparing the land and another for warehousing the crop in the employer's warehouses. There have been frequent clashes between the strikers and armed deputy sheriffs. Late in August the strike leader was kidnapped, badly beaten and threatened with lynching. More than 100 families were evicted last month.

A one-act play, We Ain't A-Goin' Back, by Hazel Cunard (Barnesville, Ohio. Price 10 cents.) is based on incidents of the strike and dramatizes the situation of the workers and the issues.

Sweatshops in Chinatown

STORIES of sweatshop exploitation, paralleling those on New York's lower East Side three decades ago, are brought from San Francisco's Chinatown by indignant organizers for the International Ladies Garment Workers Union. At least 2500 machines, they report, are producing cheap cotton garments for department store bargain basements. Men, women and children toil night and day, under incredibly bad conditions, for wages that are below even Oriental subsistence standards. The industry operates under a complicated contract and sub-contract system that always produces exploitation. The organizers found many of the shops housed in filthy subcellars. Workers eat their meals on the premises, and some employes sleep on the tables. Organization of this labor group is almost impossible though both ILGWU and Communist spokesmen are on the ground. So far, the hands of NRA authorities in San Francisco have been tied, though the situation is well known. Before the regional labor board can act, there must be a specific complaint by an employe in regard to hours and wages. This in itself is almost impossible to obtain from a secretive and timid Chinese worker. Before any penalty can be imposed, NRA procedure requires that the complaint be checked, a warning given the employer and, after a waiting period, another investigation made to see whether the conditions complained of have been corrected. Meanwhile, the workers refuse to cooperate with labor leaders in bringing a complaint, and employers insist that they are maintaining code standards. As the Secretary of Labor has pointed out, one of the defenses against labor exploitation is "informed public opinion" ranged in support of decent labor standards (see Survey Graphic, February 1933, page 78.) In San Francisco, as in similar situations, public opinion could make itself felt through a consumers' boycott of goods produced by sweated labor and of the stores selling them.

THE latest of the valuable short bibliographies prepared by the Russell Sage Foundation Library is Child Labor: Selected List of References, 1930 to date. It includes books, pamphlets, public documents and magazine articles (130 East 22 Street, New York. Price, 10 cents.)

CALIFORNIA has reaffirmed a minimum hourly rate of 33⅓ cents for laundry and dry-cleaning workers. Ohio has passed a mandatory order making 35 cents an hour the minimum for workers in dry-cleaning plants. Inspectors recently visited 1167 laundries in Greater New York and found only 150 of them violating the mandatory minimum-wage order issued August 1.

THE latest of the useful studies made by the Industrial Relations Section at Princeton University canvasses the question of the effect of shortened work hours on recovery. The study "presents the main trends in the history of hours legislation in this country, the principal features of the recovery legislation and the industrial codes subordinate to it, the significant problems and experience which have developed, and the opinions of leading proponents or critics of the various principles involved.

THE Employment Service News, published by the US Employment Service, US Department of Labor, appears, Volume 1, Number 1, September 1, 1934. The new project begins modestly with a dozen mimeographed pages bound in blue covers. The plan is for "a clearing house for information about the activities of employment services affiliated with, or under the direction of the US Employment Service." This issue includes timely items on training programs, progress of merit-system examinations, use of radio in public-relations programs, the mental hygiene of unemployment, and so on.

AN international study of domestic employment, which is included under neither industrial nor white-collar work and lacks both organization and regulation, has been made by Dr. Erna Magnus for the International Labor Office "on the basis of the scanty information at present available." The inquiry covers the social, economic and legal conditions of domestic workers in Great Britain, Germany, Switzerland, Sweden and the United States. The first section is published in the current issue of the International Labour Review (World Peace Foundation, 40 Mount Vernon Street, Boston, Mass.)

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UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

Rural Rehabilitation

AFTER eight months of experimentation, the Rural Rehabilitation Division of the FERA is ready for its 1935 offensive on rural distress. At a series of regional conferences in September, state administrations were given the details of a revised and elaborated program.

The fundamental objective of the RRD is "to make it possible for worthy destitute farm families now eligible for relief to become self-supporting on a plane consistent with American standards and insofar as possible on their own farms." But the program proposes to reach beyond that group and render rehabilitative service to other rural dwellers who are not farmers. These are the relief families living in non-industrial towns of less than 5000 population, and "stranded populations." In June it was estimated that there were, all told, 1,200,000 "rural" families on relief, half living on farms and half in villages. This number has undoubtedly increased since as a result of the drought.

That part of the program which applies to farm families has been most thoroughly developed. The RRD recognizes that there are three classifications here: hitherto self-sustaining farmers now in distress; farm tenants and share-croppers; and displaced farmers who have not completely lost touch with the land. For these families it is proposed:

To make such seed stocks, farm animals, equipment, buildings or land available as may be required for subsistence purposes.

To provide the services of trained specialists in agriculture and home economics to aid in formulating plans for subsistence farming and home-making operations and in supervising the execution of such plans.

To provide supplementary employment in private industry or on public work-relief projects if and when necessary to complete the budgetary needs of these families.

In selected cases, to offer service in debt conciliation, procurement of credit, and relocation on better land.

It is conceded that subsistence relief must be continued in many cases until rehabilitation has progressed to a point where self-maintenance becomes a reality. Such relief, however, together with the capital goods and supplies provided for rehabilitation purposes will, in most cases, be charged against the family to be repaid later in cash, kind or work on public-works projects.

Village families on relief will be aided on the same terms, although wholesale transfer of urban families to farms is not contemplated. Rather, they are to be urged to stay where they are, since it is admitted that America already has enough farmers. Most of these village families, says the RRD, "can and should grow subsistence gardens, and they may participate in work-center activities or labor and commodity exchanges. In general, however, the objective for this group should be rehabilitation by means of employment in revived dormant industries or in new industries or on public-works projects."

It is recognized that complete rehabilitation cannot be accomplished overnight and that the methods employed must vary from state to state. State ERAs, it appears, are to be given some latitude as to the extent to which they use the various methods and devices in their programs.

Subsistence gardens. These are considered fundamental to any plan of rural assistance. The RRD holds that a home garden is a possibility for almost any family living either in the country or in rural towns, and urges state ERAs to "refuse to extend relief to any family failing to plant and properly care for an adequate garden when the facilities therefor are available."

Organized rural communities or *community farmsteads.* In cases where it is deemed advisable to transfer stranded populations or selected urban families to the land, it is urged that such transfers be effected by establishing "organized rural communities." These communities are to consist of several hundred families each, carefully selected for adaptability to the type of life contemplated. Each family will live upon a small tract of land large enough to allow it to produce its own subsistence food. It is anticipated that additional budgetary needs will be met by supplementary employment in "handcrafts, trades, industries and professions." Not more than 35 to 40 percent of family income is expected to accrue from subsistence-farming operations; supplementary employment must provide the remainder.

Community work centers. Each organized rural community is expected to develop a work center where facilities will be available for the profitable use of the spare time of the residents and neighboring relief families. Such activities as food-canning and conservation; laundering; refrigeration; making household furniture, wearing apparel and bedding; construction and repair of farm machinery; and production of articles that may be disposed of to advantage, are suggested. Provision of resources for community social life and recreation are also urged.

Commodity exchanges. In order that rural families and community farmsteaders may have an avenue for disposal of their surplus commodities and labor, ERAs are asked to develop exchanges in each community. It is pointed out that the facilities of the Federal Surplus Relief Corporation are available to assist in the transfer of local surpluses on an interstate basis.

Industrial employment. The RRD concedes that "there must be employment; there must be a cash income in addition to the food, shelter and other prerequisites which a rural home can give. Where that employment will come from, how it will be organized and supported, constitute one of the most serious public problems before America today." It is suggested that small local industries be encouraged by the purchase of their products for relief purposes, thus aiding them to become established or revived within the community.

Public Works. Suggested as another source of cash income are public works and work relief. Such projects as water conservation and supply, construction of recreational facilities, control of weeds and pests, forest conservation, erosion control, and advancement of health and sanitation are presented as possibilities.

Debt adjustment. Many rural families are on relief as the result of unfortunate debt situations. Recognizing that rehabilitation cannot be undertaken until these debts are cleared up, the RRD stresses the need for an aggressive policy in adjusting them, either by conciliation or by resort to bankruptcy. Government farm credit is to be utilized where available. Agreements between farm owners and the AAA have provided avenues for forgiveness of tenant debt in certain circumstances. The RRD is firm in declaring that "debts must not be allowed to follow and embarrass clients."

Relocation of families. In the process of rehabilitation some families will have to be moved from their present homes to new locations. Instances are: farmers on sub-marginal land, "stranded populations," and selected urban dwellers desirous of undertaking subsistence farmsteading. The RRD advises thorough study of each case of proposed transfer, individual or group, in order that it may be successful by the following tests: adaptability of family, need for moving, cost,

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income possibilities in proposed new environment, and outlook for permanent rehabilitation. Here, too, it is recognized that "the one great problem will usually be the matter of supplementary income."

Family service. Families are to be nominated for rural rehabilitation by the case worker in the relief division of the ERA, but their acceptance for care depends upon the approval of the RRD staff. After acceptance they will be entitled to specialized services recruited through the RRD office including guidance in home economics and agriculture, aid in debt adjustment, procurement of new credit, and vocational instruction. Each local RRD director is expected to employ a home economist who will share with the relief case worker the responsibility for the family's ultimate welfare. County extension agents of the Department of Agriculture will provide technical leadership in establishing sound farming procedures. Through local committees, other agencies will be enlisted as needed.

Sale of products. It is recognized that many village and farmstead families will, in the progress of their rehabilitation, produce surpluses of food and other marketable commodities beyond their subsistence needs. The RRD urges that effort be made to dispose of these surpluses through barter at the community exchange or by transfer to the RRD itself in repayment of the stake secured there. However, while commercial sale of farm products from subsistence plots is not contemplated, no such restriction is recognized on those products coming from farms where rehabilitation on a commercial level is the goal, "except insofar as AAA policies should be observed." It is likely that local RRD officials will require further clarification of this policy before they can make application of it.

Land purchase. Funds for the purchase of sub-marginal land in eight major sections of the United States are about to be spent with the aim of withdrawing poor lands from attempted agriculture. Through work relief they will be transformed into national parks, forests, Indian reservations and bird sanctuaries.

Eighty thousand rural families were on the rehabilitation rolls September 1, according to Lawrence Westbrook, RRD director. Most of these have been placed on farms which have been leased until the end of next year, with the privilege of purchase on long-time terms. The movement has reached largest proportions in the south, notably in Texas, Mississippi, Alabama, and Arkansas. The investment per family in these states has ranged from $86 to $126, including land lease, supplies, equipment and livestock. Total RRD expenditures from March to September 1934 approximated $10 million.

"Earmarked" Funds

EXPERIENCE has demonstrated to the FERA that control of local relief procedures can best be attained by earmarking funds for specific purposes. Blanket grants, it found, were likely to be spent locally for general relief, leaving special projects languishing. The practice of designating restricted funds for special phases of the relief program has been growing in recent months, until today the list of categories outside of "general unemployment relief" includes the following: Cattle program; Completion of airports; Cotton program; Drought relief; Emergency education; Food conservation; Garden program; Materials for work relief; Professional work projects; Public works of art; Relief research projects; Rural rehabilitation; Self-help projects; Social workers training; Students aid; Teachers training; Transient relief; Women's camps and schools; Work projects, special.

Production for Use

THE swing toward production by the unemployed of articles for their own use (see Work—and More of It, The Survey, September 1934) has been checked by FERA decision ultimately to turn drought hides over to commercial manufacturers for fabrication into shoes. Trial balloons had been released hinting that work-relief factories might be set up to do this job, as in the case of mattresses. The shoe industry took notice and turned their guns on the proposal, causing Administrator Hopkins to order the more conservative course to be followed, at least "principally."

The mattress-making project has likewise run into serious opposition here and there. Protests of manufacturers in *Ohio* and *Maryland* have been effective in halting the program in those states.

Industrialists have consistently declined to listen to the FERA argument that production-for-use is essentially intended to provide "extras" for relief families, and will not interfere with regular relief purchases. Hungry for business, they fear encroachment on legitimate industry.

Meanwhile, from California to Washington came Upton Sinclair to see how far Mr. Hopkins would go along with him in EPIC's production-for-use program should he (Sinclair) win the governorship in November. The results of the conference have not been made known.

Increased Local Support

A LEADING New York newspaper recently published a digest of reports from the fiscal officers of a number of American cities, indicating marked improvement in the financial condition of local governments during the past year. Just how this trend will affect relief financing remains to be seen, but already there are some straws discernible in the wind.

In *Louisiana* the "unemployables" (the aged, chronically ill, and so on) are being transferred from the ERA rolls to the local governments with the dictum "henceforth these persons are your responsibility." In *Cook County* (*Chicago*), *Illinois*, the Illinois ERC is making a similar move in regard to dependent children for whose care state funds have been used since September 1932. Reason given —"the tax situation in Cook County is steadily improving."

A *Detroit* newspaper asks: "Is the time rapidly approaching when the FERA may turn the urban welfare problem back to local and state governments? We do not know. However the problem is one the next session of Congress will probably be called on to answer. . . . not only by unemployment-insurance legislation, but by a permanent federal welfare policy. It is not too soon to start thinking on the subject."

Gleaned from the Press

IN *Boise*, Idaho, the Relief Workers Protective Association presented all political candidates with a questionnaire "for use in case you wish to register your sentiment with regard to the principles and problems of this organization . . . and wish to be considered at the polls."

The *Illinois* Emergency Relief Commission has been under fire from a Chicago daily—first, for alleged "fraud" in expenditure of public funds and later for "excessive overhead" in administration. The fraud charges were thrown out by the grand jury in August, and were followed by an "exposé" of rising staff expenditures in a period of decreasing caseloads. "Why did the payrolls go up when the relief rolls went down?" this paper wants to know.

The *Colorado* press is inclined to blame paid relief directors "unfamiliar with local conditions" for increases in the relief load during the summer. "The old county committees, although often apparently derelict in their administrations, had a close knowledge of local conditions that made it possible for them to keep those not entitled to aid off the rolls," opines one correspondent.

In *New York City*, relief recipients have been warned through the newspapers that it is to their own best interests to "stop accepting relief right now" if they have any other means for supporting themselves and their families. A reinvestigation of cases to uncover hidden resources has begun.

From *Cleveland*, comes an editorial criticism of the FERA's alleged position regarding "relief chiselers" in that city. "Two hundred and fifty additional workers, assigned to purge the rolls of chiselers, would save the community twice the amount of their wages," says this paper, "but federal investigators, here to study the recent relief riots, discouraged such a plan. The chiselers, they figure, are of the noisy type and would foment trouble. How long the government and the community ought to deprive the honest unemployed in order to bribe shiftless trouble makers to keep quiet is a

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question to which most citizens would give an immediate answer."

Milwaukee has been having its first experience with work-relief strikes. The Worker's Committee on Unemployment is, according to the press, the fomenting agency, with "the Communist Unemployed Council, a rival organization, urging workers to vote whether they want to strike rather than listen to the dictates of the Worker's Committee leaders." An official is quoted as saying; "The strike has halted study of the proposal for a cash-relief system to replace the commissary system."

Organization Outline

STUDENTS of the American relief program are often confused by an apparent conflict in organizational relationships within it. Lines of authority seem to be hopelessly crossed at many points.

A means is suggested for seeing the picture more clearly. If the reader will set up four vertical columns headed, respectively, Accounting, Works, Relief and Rural Rehabilitation, he will have shown the four main divisions of the relief program as it extends from Washington to the most remote county ERA. Then, if he will draw five lines at different levels across the page, he will have represented, from the top down, federal, regional, state, district, and county administrative jurisdictions.

Each space on this checker-board indicates a function in the relief scheme. The person responsible for the discharge of this function is subject, it will be seen, to two lines of authority. Technically, he looks to his superiors in the vertical column that rises above him. Administratively, however, he is under the authority of the person who is in charge of the jurisdictional level in which he finds himself.

Thus, the director of work relief in a state ERA learns the technical content of his program from the regional and federal works' directors over him, but looks to his chief, the state ERA director, for authority in the application of these principles within the state.

The eight men on the FERA staff who are in charge of the regional jurisdictions are important factors in this organizational set-up, for on them rests the responsibility of having the FERA program accepted by the states and their subdivisions.

"—and Insular Possessions"

FROM *Puerto Rico* comes a statement of progress in fighting depression with the relief administration's rural rehabilitation program. The familiar devices of subsistence gardens, canning centers and commodity exchanges are in use. It is estimated that the 5000 home gardens now in operation will produce this year "over 20 million pounds of rice, bananas, plantains, tanniers, dasheens, sweet potatoes, cabbage, lettuce and pumpkin." The objective for 1934 is a tenfold increase in the number of gardens, accompanied by a wide expansion of canning facilities.

In *Hawaii*, on the other hand, the program has been largely one of work relief, with improvement of naval and military defenses in the forefront. Yet there has been no neglect of opportunities to beautify the islands, according to a recent report which characterizes these projects as "topographical face-lifting." The pride of the administration is the new waterfront park at Honolulu, completed just in time for dedication by the President upon his recent visit.

Physical examination of all work-relief workers has been a feature of the Hawaiian program, with the result that accidents have been few and compensation costs low.

In the *Virgin Islands*, substantial progress has been made toward social and economic improvement. Governor Pearson reported in September that during the past year:

> There have been no business failures and there was no able-bodied person who was willing to work who did not have some job. The work relief, cash relief and materials for the Virgin Islands during the year amounted to $384,431.63.
>
> Food to the value of $112,000 was distributed. The number of persons aided with food relief reached a total of 10,897; and the food distributed was approximately 118 lbs. valued at $9.30 per person aided.
>
> Infant mortality was reduced by 43 percent. . . . The total death rate for the first six months of the calendar is 17.1 per thousand, a considerable reduction over last year, and the lowest rate in the history of the Islands.
>
> The handcraft cooperative has more than doubled its business, and more than doubled the number of workers employed during the year. Additional markets have been secured and the cooperative is in the enviable position of being behind in its orders.
>
> The number of persons owning their own land has increased nearly 400 percent. Practically all homesteaders paid their yearly installments, while some paid a year in advance.
>
> Some 70 houses have been built for homesteaders. On the strength of our successful beginning, the Federal Subsistence Homesteads Corporation has just made us a loan of $242,000 to continue the work.
>
> Two beach houses have been built for the recreation of the people.
>
> The Leper Colony has had six new buildings added.

News from Two Cities

DETROIT reports a steadily increasing relief load since May 1934 when the current business recession set in. It is estimated that the September count in Wayne County will show approximately 38,000 families on direct relief and 20,000 on work relief.

On August 1, food budgets were revised upward by 40 percent to compensate for the increased cost of living. The standard budget now for a family of four includes $7 per week for food, $2.50 for rent, $.85 for gas and electricity and $1.85 for clothing, a total of $12.20. To this $1.65 will be added for fuel in the winter months. Work-relief clients receive slightly more in recognition of their added needs while employed.

Relief officials have been quoted as saying that the increase in caseload is primarily due to the rule that for the unemployed to get work, they must first qualify as relief cases. This, they feel, makes the problem at the intake desk particularly serious. A general tightening up of intake was ordered in September.

Six months ago *Baltimore* was setting a pace for other American cities in liberality of relief policy. Her ERC had developed a program in which cash grants, rent allowances, wage supplementation and provision of many incidentals were features. The total caseload was high, the relief expenditures heavy. Then came federal investigation (see this department for July) followed by reorganization, in which a business administration took charge with FERA approval. Budgets were revised eliminating incidentals and forcing reduction in caseload.

Latest development is a reduction of 22 percent in the rent allowance. Henceforth the client will be given cash equivalent to 7 percent of the assessed valuation of the property with which he will be expected to make his own rent payments. The rent bureau has been abolished.

Work relief in Baltimore has been available to only a small proportion of relief families since CWA was discontinued, although a year ago this city was using it widely. A study has been undertaken to determine future policy.

Two Special Sessions

THE *New Jersey* legislature convened in September to face the necessities of further relief financing. It had adjourned in July after designating for unemployment relief the sum of $10 million which it optimistically hoped to collect as inheritance taxes from an estate in process of settlement. This source proved evanescent and a new one had to be found. Governor Moore's proposal to divert highway funds was rejected and provision made instead for a referendum at the November election of a $10 million bond issue to be amortized by taxes on liquor.

After a tense conference with FERA officials Governor Pinchot of *Pennsylvania* called the legislature together in September to find some $20 million to match federal funds. The program adopted provided no new taxation but transferred balances from special to state funds to meet relief appropriations of $14,400,000. Liquor-control funds will yield an additional $5,600,000. The total, said to be satisfactory to the FERA will meet the state's share of relief for the remainder of the year.

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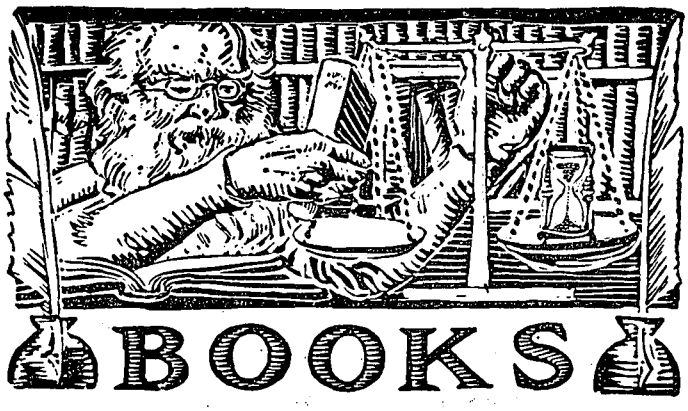

Systems in Conflict

BUILDING PERSONALITY, *by A. Gordon Melvin, John Day. 303 pp. Price $3 postpaid of The Survey.*

THERE is a vast distinction between promise and performance, between title and content; and this volume falls short of practical value because it is discursive and confusing in its very efforts to be direct in organizing.

Under four general headings, The Nature of Personality, The Process of Personality, Personality Living, and Today and Tomorrow in Psychology, Mr. Melvin discusses the conflicts of our too numerous psychological systems. Rejecting the idea of psychology existing as pure science, separated from philosophy, he stresses the idea that there is need for the integration of the various psychological theories as a fundamental of the basis of personality study. He emphasizes psychology in its functional relationships rather than in its stress upon entities.

Reducing old forms and terms to simples he senses the individual in relation to the group. He finds in the total personality the same self-directive quality that is responsible for the revelation of the inner characteristics, i. e., the intelligence, the emotions and some unknown quality or qualities which he terms X.

In the discussion of processes, he again falls back upon intelligence, emotions, patterns of thought and certain unknown factors to which he relates conscience. While he is critical of intelligence quotients he manifests a lack of clarity of their status. He attributes to the X process the enthusiasm and things of the spirit which support the instinctive processes, habits and emotional training that should enter a life of purpose.

His final effort to harmonize the various schools of psychology is thoroughly inadequate. His viewpoint is timely and reasonable as he advocates an organized approach to the study of personality with less regard for theories than for people, with more attention to an integrated plan than to doctrinal bias and psychological procedures. He is correct; the building of personality demands more attention to personality itself than to the specific but different plans for building it.

IRA S. WILE, M.D.
New York City

Man's World

WOMEN WHO WORK, *by Grace Hutchins. International Publishers. 285 pp. Price $2 postpaid of The Survey.*

NO picture of the conditions under which, during this past century and three quarters of the growth of the modern machine-age, women have done the work of the world can be darker than the reality. In the factory towns of England, where the women and children toiled under circumstances that seemed to some such as Oastler, the king of the Factory Acts, a white slavery no less dire than that of the black slavery of the so-called plantations; in the mines where half-naked on hands and knees they served as beasts of burden bringing to the surface the coal from which in part the recently discovered steam was to be distilled; in the crowded and fetid tenement workshops of the cities where retarded industries tried to survive against the developing factory system, in the new world as in the old, the facts were cruel and the tale an ugly one.

Among the most offensive features of woman's position is the specious hypocrisy with which discussions and descriptions are rationalized. Competitive selfishness, even on the professional level, takes the form of the "normal family wage" for men teachers, the "individual" wage for women teachers, or with protestations of chivalric regard for the sacred claims of motherhood a nation-wide service for the safeguarding of maternal and infant life is snuffed out like a candle for the alleged benefit of the doctors.

Miss Hutchins cannot exaggerate the grievances women have against the economic and the social order of these past decades. She has reviewed those conditions from the point of occupation, wage, and organization with comprehensiveness and with restraint. She has summarized, on the basis of authoritative sources, what they have done, under what conditions, what they have been paid, and the costs in ill health, insecurity, wretchedness, and misery. How they have, in relatively small but in absolutely very large numbers, combined to better the conditions of work for men and women, how even the very young have played the part of leaders in undertaking combats of great proportions, and how even when aged, Mother Jones, for instance, they have kept up the struggle for their sex and their class, is told in able and moving style.

That Russia, under the Soviet government, has seen the problem and undertaken the task of practising what other countries preach with regard to equality of opportunity and pay, with recognition of women's special requirements for happy and healthy motherhood is enormously interesting, illuminating to the honest student, and alarming to the hypocrite. To show that Russia has done it is not to say that American women either can or should accept the Russian organization as immediately possible or as necessarily the eventual goal. It is, however, to justify the goal toward which in halting fashion, step by step, progress has been attempted.

University of Chicago S. P. BRECKINRIDGE

Courts Are for People

THE FAMILY IN COURT, *by Jonah J. Goldstein. Clark Boardman Company, Ltd. 284 pp. Price $3 postpaid of The Survey.*

THE keynote of this book is sounded in a quotation from President Harno of the Association of American Law Schools. "The law, . . . if it is to become a vital, useful, social fact, must assimilate new truths and new thought; the law, since it is society's agency of authority, must interrelate the knowledge of the specialties into a thoroughly wrought and operating device for social service. This . . . is the challenge given to the law." The theme is developed by Judge Goldstein: "We of the bench must adopt the dynamic conception of the court and its relation to a community social-welfare program. In a practical world, cooperation among all concerned is necessary to translate thought into action. A working-program requires coordination of police, probation, courts, correctional institutions, parole, criminal medical clinics, social and religious agencies."

From the very beginning of this book one gets the sense of human beings as they appear in the magistrates' and family courts of New York City. The children in the streets, men and women from the tenements, the park benches, the speakeasies and the factories stand before you. Their problems are those of snarled human relationships that are due not to one but to many causes. The questions involved are not those which law alone can adjust.

The suggestions made by Judge Goldstein can perhaps be centered around the need for unification. The Children's Court and the Family Court were combined in 1933 but they still do not work as a unit. Not only is there a separation in locality but also staffs, judges, probation officers, to say nothing of the frequent contradiction in principles and methods.

In addition to the unification of the courts Judge Goldstein advocates the establishment of a Bureau of Family Adjustment, with the services of a religious leader, a social worker, a psychiatrist, a physician and an educator, which, while a part of the court, would work outside as well as in it. In dealing with the family, in order to preserve its best character, the community should have one all-embracing plan and the actual means for putting it into effect. At the

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present time there is no such plan and the various types of cases are handled by no less than seven different courts.

And yet the problems are necessarily overlapping. Juvenile delinquency may include adult delinquency, parental maladjustment or pathological conditions of parents, both mental and physical. Instances are cited in which a skilled physician has been able to diagnose the needs of a juvenile before the court and work a cure not only for the individual but for the family maladjustment, which no legally trained mind would either perceive or achieve. The claim is here made "that real usefulness can be ensured only when the court conceives itself less as a piece of legal machinery than as a constructive social force in the better adjustment and fuller rehabilitation of less fortunate parents and children."

The whole book gives evidence of Judge Goldstein's strong feeling that the work of the Family Court should be done largely in a conference room with experts working out important problems together. And again there is a taking quotation from President Harno: "The problem is one of coordination. We have the parts, but they are of no use unless assembled into a working-machine." While the arguments are addressed to members of the legal profession, the need and deficiencies of this and other professions are clearly indicated. As an instance Judge Goldstein cites the failure of schools of social work to give courses in the legal aspect of social-work problems.

The book is not only full of practical suggestions for better procedures, better techniques, more unified methods, but it gives part of the answer to an essential problem of our time that unilateral advance is not social advance. Judge Goldstein's book is animated by a strong social spirit and a creative impulse; he not only demonstrates a great need but the way in which it can be met.

Hudson Guild, New York JOHN LOVEJOY ELLIOTT

Children, By and Large

CHILDREN OF THE NEW DAY, *by Katherine Glover and Evelyn Dewey. Appleton-Century. 325 pp. Price $2.25 postpaid of The Survey.*

THIS is a well-rounded, comprehensive, popular discussion of child development, designed primarily for the layman who is sensitive to the needs of children in a world undergoing transition.

Two outstanding investigations constitute primary sources from which the authors derive their materials: The Report of the President's Research Committee on Social Trends, and the White House Conference on Child Health and Protection. From the first, together with general deductions from the crash of 1929 and its aftermath, the authors conclude that we are in the midst of a "fundamentally changing situation." They believe that America is coming into its own; indeed is on the point of realizing the "American dream." But to attain this objective it must deal justly and adequately with the children who constitute the America of tomorrow.

Dealing justly implies facing the facts regarding the conditions under which children are growing up and utilizing in the home, the community, the school and recreational agencies the information and the knowledge now available and bearing upon child development.

The reports of the White House Conference on Child Health and Protection constitute the chief sources for realizing this purpose. Consequently Children of the New Day is from one point of view a summary and a report of conference committee findings. Thus the section, Drama of Growth, summarizes in the main materials embodied in the conference reports on Growth and Development of the Child, Parts I–IV. A section, The World They Live and Move In, and another, Education By and Large, draw generously in turn upon the Report of the Committee on the Function of Home Activities in the Education of the Child, IIIA (unpublished), The Delinquent Child, and Summer Vacation Activities of the School Child. Still another section, The By-Products, deals with the causes and the treatment of the handicapped child and the social rebels in the light of reports centering upon the education of the disadvantaged and the maladjusted.

I do not wish to convey the impression, however, that Children of the New Day is merely or primarily a summary. The authors have

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drawn upon the most authoritative statements they can find for presenting essential facts dealing with the growth and the development of the child. But they speak their own tongue and they organize their own materials; with the result that we have here a readable and an authoritative treatise on childhood education. Their emphasis is constantly upon the uniqueness of the individual child, but the individual as they envisage him does not live unto himself alone. He is an organic part of the environmental influences in which he lives and moves and has his being. Consequently they succeed in fusing two points of view, the psychological and the sociological, into a positive contribution to the general literature bearing on child education.

V. T. THAYER
Ethical Culture Schools

Child Guidance

CHILD GUIDANCE CLINICS, *by George S. Stevenson, M.D., and Geddes Smith. The Commonwealth Fund. 169 pp. with index. Price $1.50 postpaid of The Survey.*

IN THIRTEEN chapters are depicted the roots of the child-guidance movement, the development of clinics over the last twelve years, the general pattern of their operation and influence, and the problems which lie before them. The style is clear and concise and there is a penetrating, yet admirably deft, handling of the perplexities. Without sacrificing historical accuracy the authors have shown clear lessons in the experience. Where such lessons have not emerged they have given their own views—an entirely wise and much appreciated procedure. Here is an invaluable guide for those who would venture in the field.

It seems unfortunate that the book so largely limited itself to the so-called Commonwealth Fund Clinics. After a bow to their historical importance, Chicago and Boston are too summarily treated. The statements in one paragraph that the clinics should "be freer to devote their facilities to more serious [individual] difficulties" and that their "task is to stimulate better handling of children in general" show the same unfortunate inability to distinguish between refined clinical psychiatry and mental hygiene that characterizes the whole child-guidance movement of today. The authors ask more deliberate planning for research (and herald its approach!) at the same time that they deploy and praise the comfortable eclecticism of the child-guidance movement. That's a bit naïve.

The book commands thoughtful reading by everyone (lay and professional) with any stake in this recent, exciting, stimulating (if a bit riotous) attack upon the unsuspecting youth of America. The clinics have rather artfully threaded many perplexities, the process has often obscured their bearings—this is all in the volume under review.

JAMES S. PLANT, M.D.
Essex County Juvenile Clinic, Newark, N. J.

RUN OF THE SHELVES
A DESCRIPTIVE LIST OF THE NEW BOOKS

THE AMERICAN PROBLEM OF GOVERNMENT, *by Chester C. Maxey. F. S. Crofts. 691 pp. Price $3.75 postpaid of The Survey.*

WHAT was undertaken as a revision of the author's useful Problem of Government, first published in 1925, became a complete rewriting. The new edition is particularly helpful for the general reader who wishes to consider the governmental agencies and activities of the recovery effort against "a background of political fundamentals."

NEW HORIZONS FOR THE CHILD, *by Stanwood Cobb. Avalon Press. 212 pp. Price $2 postpaid of The Survey.*

A PRACTICAL book for parents and teachers, with chapters on understanding the child, the child at home, the child as an active being, the child as a creative being, training children to think, the eternal battle between romanticism and classicism. Written by the head of the Chevy Chase Country School, the principles and the suggested techniques are those of progressive education.

THE LAW OF CITIZENSHIP IN THE UNITED STATES, *by Luella Gettys. University of Chicago Press. 211 pp. Price $3 postpaid of The Survey.*

A USEFUL summary and analysis of the many changes in citizenship in the last thirty years, with an Addenda covering the legislation enacted by Congress in May 1934.

WE ARE THE BUILDERS OF A NEW WORLD: A Summons to Youth, *edited by Harry H. Moore. Association Press. 165 pp. Price $1.50 postpaid of The Survey.*

A RATHER elementary interpretation of the present economic situation, compiled for young people of highschool and college age from recent books and articles by Walter Lippmann, William Trufant Foster, Walter Rauschenbusch, Raymond B. Fosdick, and others.

HOW TO INTERVIEW, *by Walter Van Dyke Bingham and Bruce Victor Moore. Harpers. 307 pp. Price $3 postpaid of The Survey.*

A NEW and revised edition at a reduced price of a volume first published in 1931. Its topic is the uses, techniques and dependability of the personal interview. Much new material drawn from the experience of users of the earlier volume will be found throughout, especially in the chapters on the interview in education, in social work and in the mental clinic. The discussion of the emotional hazards of interviewing and the appraisal of the interview as a fact-finding device seem especially valuable. A bibliography of some fifty pages is a useful feature.

COMMUNICATIONS

On Speaking Up

TO THE EDITOR: One cannot read what is being written by social workers today, and this is inspired by the articles by Mary van Kleeck and David Cushman Coyle in The Survey for June and July—and remain unconscious of the fact that a Renaissance of the fine heritage of social work appears to be imminent. Those who have worked and wondered, but have not spoken, feel an undignified urge to shout loud huzzas from prominent vantage points. Social workers are acquiring a belated but apparently genuine interest in the ends of their efforts. Though late in making its appearance, this teleological interest is a hopeful phenomenon after all the years of technical development in a vacuum.

When it comes to self-expression the position of the social worker in a public-welfare unit is difficult. He is vulnerable to attack by the patrioteers and he is further restricted by the fact that he is a representative of an official governmental agency. Yet he cannot help but find himself mistrustful of many of the enterprises engaged in by the federal bureaucracy. One suspects inconsistency in a government policy which has its practical results in a ragged tenant farmer ploughing under his cotton. The surplus cotton has not given him enough to cover his body decently. And one has misgivings about a rural rehabilitation program, a back to the land movement, in the face of a huge effort to reduce crops. One is aware of a certain futility in striving not to upset established mores, such as the tenant system in the South, when that system is palpably the cause of the tragic poverty in which thousands of tenants and wage-hands are hopelessly gripped.

One of the weaknesses of a system of public welfare is its powerful tendency to degenerate into a bureaucracy, and bureaucracies are notoriously intolerant. The individual social worker is helpless in the face of this tendency, unless he is organized professionally to combat the intolerance engendered by it.

Whether or not we accept the way pointed out by Miss van Kleeck, the cockles of our hearts cannot but be warmed by her directness and courage. There are those who would raise the cry that she

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would sabotage the New Deal, but that, of course, is what is vulgarly and aptly called boloney. A program that cannot stand criticism is not worth anything. A. W. HOBART
Director, Coffee County Relief Administration, Elba, Alabama

Disagreeing with Mr. Coyle

TO THE EDITOR: In his article, Illusions Regarding Revolution, in the July Survey David Cushman Coyle suggests that the essential economic conflict is not between capital and labor, but rather between industrial capitalists, farmers, laborers and professionals on the one hand, and speculators and finance capitalists on the other. In his defense of the industrial capitalist, Mr. Coyle forgets that the typical "captain of industry" is intimately connected with half a dozen finance-capital organizations—that in modern capitalism the industrialist and the financier tend to be one. Two prominent examples come to mind: John D. Rockefeller and Henry Ford. And although the nationwide strike wave is "irrelevant" to Mr. Coyle's theorizing, the strikes state in blunter terms than Mr. Coyle's where the lines of economic conflict are really drawn.

Briefly commenting on Mr. Coyle's program, one fatal contradiction is immediately apparent: industrial centralization and decentralization are to occur simultaneously! And as to effective control of speculation in a profit economy, one can only look up and wonder. One cannot help remarking on the striking similarity of Mr. Coyle's program to that formulated by Chancellor Hitler. This point is made without wishing to reflect on Mr. Coyle, but it appears that all programs attempting to reconcile a profit economy with maximal public welfare inevitably reveal a Fascist tang.

Of Mr. Coyle's statements that "violent revolution . . . with its prospect of emotional release . . . is a tempting prospect," and of his phrase "elation of bloodshed" no comment need be made except for the remark that it is disheartening to learn that the bogey of the bloodthirsty Bolshevik still haunts the thinking of modern journalists and scholars. DAVID KAPLUN
New York City

Subject to Reaction

TO THE EDITOR: Would your readers be interested in a discussion of the old question of the conflict between evolution and the Christian religion? I am attempting to drive out all atheistic and materialistic professors from our Presbyterian colleges by having an overture sent down to our General Assembly to that effect. I have called my campaign in my own denomination against these atheists, the Chemistry of Christ, the Biology or the Bible Campaign. I would be glad if you would present this matter to your readers for their reaction to it. LLOYD ROBERTS
Marcellus, N. Y.

The Chula Vista Way of Life

TO THE EDITOR: My friend, Lyman Bryson, through The Survey Graphic (August 1934, page 369) presents many interesting angles on the farmer's plight and asks if the future is to eliminate individual farms in favor of large tracts, scientifically managed. I suppose answers are welcome, whether prompted by feeling or by scientific observation as to what the future intends to do about human instincts. I understand instincts do not change and therefore vicarious production and consumption will not go on much longer.

I am a probation officer and live on a lemon ranch in Chula Vista, a suburb of San Diego. Chula Vista, a town of three thousand, covers 5000 acres and has 2000 acres of lemon groves, owned by three hundred families. The fruit is crated, packed and marketed cooperatively bringing about a million dollars net to the town annually regardless of the depression.

Some 150 miles north of Chula Vista is a lemon orchard of 2000 acres in one tract, the largest in the country, owned by a corporation. It is well managed and pays dividends to many who never see it or have any responsibility connected with it. The nearby town benefits only from the two hundred laborers, who work on the ranch part time, and whose personnel is more or less changing.

It seems to me that instinct, sociability, good government, security, humanity all speak for the Chula Vista type of life.

Henry Ford's little experiment of placing workers on a few acres each within easy access to a part-time factory makes happy prosperous families. Roosevelt's subsistence farms—though some social workers do not like the term "subsistence" as being too meager for American standards—are calculated to follow the Ford idea and to be permanent in that the family may only divest itself of security by trading for equal security. W. R. EDWARDS
San Diego, California

What Say, NRA?

TO THE EDITOR: The Survey gets more wonderful with every issue, and since the federal government is making such extensive advances in an attempt to develop a country of intelligence I would suggest a Survey Code making the reading of The Survey compulsory for all professional social workers and members of their staff, and all boards of trustees of social-welfare organizations, and all public officials who have anything to do with industrial, health, education or relief problems.

Among the valuable by-products of such a system, I will mention only one, viz., the code would so strengthen The Survey that complimentary copies could be sent to all clients (or "cases" as they are brazenly called) of relief and other social-welfare organizations, so that these unfortunate victims of our widespread social maladjustment would know what we are doing for them and why.
Children's Aid Society, New York OWEN R. LOVEJOY

Labor Conditions

TO THE EDITOR: The mortgage-ridden farmers of California have taken a constructive step for combating communistic propaganda among farm labor which might well be copied by the shipping interests on the Coast. According to the Rural Press the "Associated Farmers of California, Inc." aims to improve working conditions, especially our notoriously bad housing for itinerant fruit pickers.

When General Johnson arrived in San Francisco during the general strike, he put the responsibility for the unprecedented upheaval squarely on the shoulders of the shippers for obstructing collective bargaining. "If the shipping industry does not fully and freely accord these rights," he said, "on its head lies every ounce of responsibility for whatever may happen." When will public opinion demand the sort of housecleaning on the part of the shipping interests that the farmers have voluntarily undertaken?
CALIFORNIA FARMER

For the Persecuted

TO THE EDITOR: Armistice Day is proposed as a fitting time to make a collection for the tragic needs of those who are persecuted in the land against which we fought. The sacrifice of the war dead in their hope for democracy should challenge us to support today those who suffer in Germany for their fidelity to religion, democracy and peace.

As an immediate step in the world effort which should be made, The Fellowship of Reconciliation is urging that collections be taken in churches and elsewhere, between now and Armistice Day. The Fellowship of Reconciliation will distribute, or transmit to competent agencies, such funds as are sent to it. Gifts may be sent to The Armistice Fund, Fellowship of Reconciliation, 2929 Broadway, New York City. PRESIDENT ROBBINS WOLCOTT BARSTOW
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GOSSIP: of People and Things

Au Revoir, not Goodbye

SHERMAN C. KINGSLEY, executive secretary of the Philadelphia Welfare Federation since its organization in 1921, has resigned, and his resignation has been accepted by the board with expressions of deep regret and of appreciation for his services. Mr. Kingsley, whose personality and ideals have endeared him to a host of people, is not only dean of the Chest group but is a leader in social work of thirty-five years' standing. Highlights of his career are: as a civic leader in Chicago, first as superintendent of the United Charities and later as director of the Elizabeth McCormick Memorial Fund; in Cleveland as director of the Welfare Federation, and of late years in Philadelphia. He is a past president of the National Conference of Social Work.

It was Sherman Kingsley who, at the Buffalo conference, twenty-five years ago, broke tradition in pieces by urging the nomination of a woman, Jane Addams, for the presidency and who initiated the Committee on Occupational Standards, the report of which, three years later, provided the framework for social and economic planks espoused by Theodore Roosevelt for the platform of the Progressive Party.

It is good news that Mr. Kingsley is not retiring from social work. He has spent some time in the Middle-West studying certain aspects of the drought situation and will be in active association with others in presenting material to the Federal Commission on Social Security. He will also continue his work as chairman of the National Committee for the Handicapped.

THE University of California chose Wesley C. Mitchell, professor of economics at Columbia University, to give this year's series of nine public lectures under the auspices of the Hitchcock Fund. Professor Mitchell's subject was economic planning by the government.

MRS. JOHN C. REFSLAND of Houston, Minn., formerly Martha Birkeland, and a good friend of The Survey, both as Mrs. and Miss, has gone to Juneau, Alaska, to the staff of the Indian Service.

THE National Council of Parent Education, 60 East 42 street, New York, will hold its fourth annual conference and institute for professional workers at the Wardman Park Hotel, Washington, D. C., October 31–November 3. The program is aimed "toward a social philosophy of education in family life and parenthood."

TWO fine, fat—for these days—research fellowships in the social sciences are offered for 1935–36 by the American Academy of Political and Social Science, 3457 Walnut street, Philadelphia. The Simon N. Patten Fellowship carries $1000 and the James-Rowe Fellowship $2000. Candidates must preferably possess the degree of Ph.D., "or its equivalent" whatever that is. However this requirement may in exceptional circumstances be waived. In making appointments preference will be given to candidates submitting projects "which intimately bear upon the economic and social questions which in the light of present conditions urgently require solution." Applications on forms which the Academy will supply must be in before December 1. Interestingly enough it was Dr. Patten who coined the term, "social work."

AFTER four years with the Cleveland Humane Society Clinton W. Areson has resigned to become assistant director of the Child Welfare League of America with which he was formerly associated.

ELIZABETH ROBINSON, R.N., supervisor of the division of health and hygiene of the University of Michigan, has joined the staff of the Michigan State Welfare Department where she will follow up a recent study of maternity homes and hospitals.

JOHN HALL of Frechold, N. J., has been appointed executive secretary of the New Jersey Health and Sanitary Association.

THE Chicago Chapter of the American Association of Social Workers has launched a new publication, modestly called The Bulletin, which, as Sophonisba P. Breckinridge says in the first issue, is "an outward and visible sign of a growing consciousness of professional status among the social workers of Chicago."

"LIFE Span of Flees Without a Host in the Climate of Manila," headlines the ever-so-serious Public Health Reports of the US Public Health Service. Plainly, it seems to us, a reflection on the hospitality of the esteemed Filipinos.

MANY people will join with The Nation in viewing as an act of grace on the part of President Roosevelt the appointment of Ernest Gruening, former editor, as director of the new Division of Territories and Island Possessions in the Department of the Interior. For years, in and out of season, Mr. Gruening fought for justice for the peoples of the Caribbean. He is a member of the Cuban Commission of the Foreign Policy Association. It is interesting to note that the withdrawal of American troops from Haiti, for which he had long agitated, was accomplished on almost the very day of his appointment.

FRIENDS of the late Charles B. Stover, pioneer American settlement worker, are deeply disappointed at the failure of their effort to perpetuate his name in connection with New York's new recreation park in the Chrystie-Forsyth Street district. The name of Sarah Delano Roosevelt, mother of the President, has been given to the park contrary, however, to her own fully expressed wishes. Mr. Stover, it will be recalled, founded the Neighborhood Guild, later incorporated as University Settlement, deep on the lower east side, and made it his home until his death. His unswerving determination to preserve for the people of his neighborhood such open spaces as existed and to extend and increase them left many tangible marks on the map of the city. To have given his name to a new park in the particular district to the betterment of which he devoted his life, would have been, it seems to many people, singularly appropriate. But the big point is that the city has kept this open space as a park and has not used it as a housing site, despite the urgence of many friends of good housing.

THE Los Angeles Health Department is modestly attempting to conceal its satisfaction over the appointment of its Dr. Reginald H. Smart to a Rockefeller Foundation fellowship for the study of tuberculosis, the point being that Dr. Smart is the sixth member of its staff who has gained such an appointment.

FAMILY society people everywhere and a lot of others besides will rejoice at the news of the appointment of Ruth Hill, long associated with the Family Welfare Association of America, as third deputy-commissioner of the New York City Department of Public Welfare in charge of the Division of Old Age Security. Miss Hill will have charge of administering old-age grants to some 23,000 people, involving an annual budget of some $7 million, half provided by the state and half by the city.

DR. W. W. PETER, who turns up in important public-health work first in one part of the world and then in another, has been appointed by the US Indian Office as medical director of the Navajo Reservation, an area of some 25,000 square miles with a population of about 45,000. Control of tuberculosis and trachoma are immediate problems. Dr. Peter has seen public health and medical service in many countries, notably in China where he was technical adviser to the ministry of health.

United We Get Blankets

ROBERT BONDY, American Red Cross disaster relief director pulls this out of a report of relief work after the Bihar earthquake in India last spring. The various organizations were concerned that available supplies reach those in need, and the prevention of bribery and the selling of relief stores for profit became a problem. One relief organization which was agitated by having the same men come back again and again to demand aid, hit upon the scheme of shaving a small spot on the head of each applicant to whom a blanket was given. The next day, the report states, every inhabitant turned up with a shaven head.

RAYMOND GRAM SWING, formerly London correspondent for Philadelphia, New York and other newspapers, has joined the editorial staff of The Nation with headquarters in Washington.

AMERICAN social workers had last month a flying glimpse, not half enough to express their goodwill toward him, of Dr. René Sand, of the League of Red Cross Societies, Paris, as he crossed the country en route to the League conference in Tokyo. Dr. Sand

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made brief stops in New York, Washington and Chicago. In New York the Russell Sage Foundation opened a staff meeting to a number of guests with whom Dr. Sand discussed the status of social work in European countries especially in relation to social insurances. The Survey staff felt especially privileged in having Dr. Sand as a luncheon guest.

RECENTLY appointed regional representatives of the FERA are Malcolm J. Miller of South Carolina whose headquarters will be in New Orleans and Major Ellis O. Braught of Ohio with headquarters in Denver. Both have been the relief administrators of their respective states. The appointments fill vacancies in territories which for several months have been covered by temporary appointees. Newcomer in the Washington office of the FERA is H. M. Cass recently director of the ERA in South Dakota.

OWING to the death, during the summer, of its executive secretary, Marjorie Crane Upton, the National Federation of Day Nurseries has suspended publication of its Day Nursery Bulletin and News Letter.

THE Progressive Education Association has chosen Frances Foster as editor of its official journal, Progressive Education.

MR. and Mrs. John M. Glenn of New York have announced the engagement of **Mrs. Glenn's sister, Eleanor Plunkett Brown,** to Frank Herbert Merrill, secretary to the committee on program of the Episcopal church, Diocese of New York. Miss Brown, a daughter of the late Mr. and Mrs. J. Frank Willcox of Baltimore, is an associate director of the National Society for the Prevention of Blindness which, happily, will not lose her services. The wedding will take place this fall.

EDGAR M. GERLACH, recently assistant supervisor of probation in the US Bureau of Prisons, has been transferred to the position of supervisor of social work.

"NOT to advocate any one solution of the problem, but to furnish reliable information and stimulate discussion," the National Advisory Council on Radio in Education has started a series of nineteen broadcasts on Doctors, Dollars and Disease on Monday evenings at 10.45 P.M., Eastern Standard Time, over a nation-wide network of the Columbia Broadcasting System. Nationally known physicians, economists and health workers will give the talks. Reprints may be obtained from the University of Chicago Press, 5750 Ellis Ave., Chicago, at 15 cents for an individual program, $2 for the whole series.

DR. WINFRED OVERHOLSER has been appointed commissioner of the Massachusetts State Department of Mental Hygiene, moving up from the post of assistant on the resignation of Dr. James V. May.

HEALTH workers and others who met Dr. Bruno Gebhard at the Pasadena meeting of the American Public Health Association and saw the eugenics exhibit he brought from Dresden from the Deutsches Hygiene Museum will rejoice that at least the exhibit is likely to stay in this country. Dr. Gebhard returned on October 5 to his own post as assistant director of the Museum after a round of luncheons and other meetings with absorbed health educators in New York, Washington, Baltimore, and so on. The exhibit is to work its way eastward with stops in various cities; for information as to its whereabouts consult the American Public Health Association, 50 W. 50 St., New York City.

THE Carl Schurz Memorial Foundation, Inc., announces a new quarterly magazine, The American-German Review, to the end of promoting "interest in those achievements of the German people that are adaptable to American conditions and will thus tend to bind the two peoples more closely together." Wilbur K. Thomas, Ph.D., executive director of the Foundation, is editor.

Plenty to Do

NO clairvoyance is needed to foresee that one of the busiest of the professional social-work groups this winter will be the Division on Government and Social Work of the American Association of Social Workers. This division has, during the past two years, mushroomed in its growth and scope from a handful of New York social workers who got together at luncheon to talk about where we are going and how, to its present responsibilities for initiating and correlating the Association's activities within the areas of federal and state social-welfare programs. Its chairman is Linton Swift and its secretary is Helen Crosby. The division works through five committees: Steering Committee, Linton Swift, chairman, which receives and acts upon committee reports; Committee on Current Relief Program, Joanna C. Colcord, chairman, which covers federal-relief legislation and administration including consideration of the extension of federal aid to categories not now reached; Committee to Outline a National Social Welfare Program, Harry L. Lurie chairman, which undertakes to formulate basic social principles for a national social-welfare program; Committee on Revision of State Poor Relief Legislation, Edith Abbott, chairman, which develops principles for specific state legislation and assists chapters in planning action; Committee on Housing, Abraham Goldfeld, chairman, which follows federal developments in housing and supplies information on housing as it relates to social work.

GRACE COYLE has given up her work as head of the laboratory division of the National YWCA to go to Cleveland as assistant professor of group work in the School of Applied Sciences of Western Reserve University. Quite apart from the fact of what a person she is in her own right Miss Coyle happens to be a sister of David Cushman Coyle, among other things a favorite Survey author.

THE Jewish Social Service Quarterly, 71 West 47 Street, New York, has reprinted from its summer issue the article, Privileged Confidential Character of Information Imparted to Social Workers, by the late Max J. Kohler in which he discussed questions of law in the client-social worker relationship, particularly in connection with the deportation of aliens. Mr. Kohler, whose death occurred late in July, was a distinguished lawyer and scholar, chairman of the committees on immigration of the Baron de Hirsch Fund and of the American Jewish Committee.

NEW York University has done itself well by calling James Weldon Johnson, professor of creative literature at Fiske University, for a series of ten lectures in a course of thirty on racial contributions to American life. Professor Johnson will discuss the contribution of the Negro.

NEW officers of the Massachusetts Conference of Social Work are: President, Rev. Thomas R. Reynolds, Boston; vice-presidents, Maurice Taylor, Boston, and Lucy A. Turner, Worcester; secretary, Marian L. Spencer, Boston; treasurer, Russell T. Williams, Boston.

DR. E. L. Bishop of Nashville, Tenn., is the new president of the American Public Health Association and Dr. Walter H. Brown of Palo Alto, Cal., the president-elect.

FRIENDS of low-cost housing in New York are rejoicing over the appointment as counsel to the State Housing Board of Ira S. Robbins to whom they give a large share of credit for the passage of recent state-housing legislation. Mr. Robbins will look after the legal aspects of the limited-dividend projects sponsored by the State Housing Board, under the auspices of which, it might be added, two of the seven private, limited-dividend projects financed with federal loans, are now being built.

THE Boston office of the Joint Vocational Service, directed since 1924 by Mabel Gair Curtis, has been closed and all its business transferred to the national office, 130 East 22 Street, New York. The New England committee, Ralph Barrow, chairman, continues to function.

AGENCIES which still call themselves character-building, because no one seems able to think of a better descriptive term, will hold a Youth Hearing in New York on October 29 when youth will have an opportunity to discuss its own needs.

ALIDA C. BOWLER of the US Children's Bureau has been appointed superintendent of the Carson Indian School and Reservation in Nevada where, it is said, she will have the opportunity to reorganize the educational program.

THE American Association of Medical Social Workers is regretting the resignation of its executive secretary, Helen Beckley who left in September to become director of social service in the Cook County Hospital, Chicago, succeeding Marion Prentiss.

FRANKLIN O. NICHOLS, for ten years on the staff of the American Social Hygiene Association, will direct the program of the newly organized Committee on Health Service and Health Education Among Negroes under the wing of the National Health Council.

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DEATHS

IN the death at eighty-two of R. Fulton Cutting, New York has lost another citizen who made history in the years when the Greater City was taking shape. In the '90s, he organized the Citizens Union which, unsuccessful in the first elections, carried Seth Low to the City Hall in 1901; putting business methods and social content into civic affairs and lifting health, schools and other services to new estate. Mr. Cutting pioneered again through the organization of the Bureau of Municipal Research, which as never before brought the advances in accountancy to bear upon local government and became a force for responsible fiscal administration. The example spread widely and as a result movements for making the budget a means for forecasting, planning and control in local, state and national governments gathered headway. The National Institute of Public Administration was a direct outgrowth, and it is not too much to say that the lengthening shadow of Mr. Cutting's creative citizenship in his own town has strengthened and modernized municipal techniques in cities the country over. His work for non-partisanship and efficiency in municipal affairs was matched by activities in other fields. For many years he was president of the New York A.I.C.P. He served also as chairman of the City and Suburban Homes Company, as a vestryman at St. George's, as president of the Metropolitan Opera and Real Estate Company and as president of Cooper Union. These organizations represent so many salients of the constructive front with which a scion of one of New York's oldest families put his working years and his fortune at the service of his community in decades of change and growth.

DELEGATES from New York to the meeting of the American Public Health Association in Pasadena were saddened by the death, en route, of Dr. Frederick W. Sears, one of the state's veteran health officers and a pioneer in the immunization of children against diphtheria.

CORNELIA E. MARSHALL, of New York, founder and president emeritus of the Association to Promote Proper Housing for Girls, died recently. The residence clubs which she promoted have provided congenial homes for many thousand girls and have served as the pattern for many similar undertakings.

DR. WILLIAM POSEY of Philadelphia, identified for twenty-five years with the movement to prevent blindness and conserve vision, died recently in Italy. He had been for ten years a member of the board of the National Society for the Prevention of Blindness and a contributor to its publications.

ELLA LYMAN CABOT, educator, author and lecturer, died recently at her home in Cambridge, Mass. Mrs. Cabot was the wife of Dr. Richard C. Cabot of Harvard University.

GEORGE S. WILSON, veteran public-welfare official of Washington, D. C., who retired last June after thirty-four years of service, died suddenly on September 24 only a few days after his return from a particularly happy trip to Scotland and Ireland.

BERNARD J. FAGAN, for twenty-four years chief probation officer of the Children's Court, New York, and for the past four a member of the State Parole Board, died suddenly in late September.

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